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ABSTRACT

The report provides a detailed overview of implementation of the first stage of Australia's National Policy on Languages (NPL), evaluates the effectiveness of NPL programs, presents a case for NPL extension to a second term, and identifies directions and priorities for NPL program activity until the end of 1994-95. It is argued that the NPL is an essential element in the Australian government's commitment to economic growth, social justice, quality of life, and a constructive international role. Four principles frame the policy: English for all residents; support for Aboriginal and indigenous languages; a language other than English for all; and equitable and widespread language services. The report presents background information on development of the NPL, describes component programs, outlines the role of the Australian Advisory Council on Languages and Multicultural Education (AACLAME) in this and other areas of effort, reviews and evaluates NPL programs, and discusses directions and priorities for the future, including recommendations for development in each of the four principle areas. Additional notes on funding and activities of component programs and AACLAME and responses by state and commonwealth agencies with an interest in language policy issues to the report's recommendations are appended. (MSE)

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ACLAME

THE NATIONAL POLICY ON LANGUAGES

DECEMBER 1987 - MARCH 1990

REPORT TO

THE MINISTER FOR EMPLOYMENT, EDUCATION AND TRAINING

BY THE

AUSTRALIAN ADVISORY COUNCIL
ON LANGUAGES AND MULTICULTURAL EDUCATION

MAY 1990

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FOREWARD

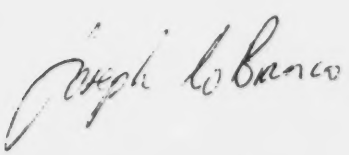
A National Policy on Languages (NPL) is an ambitious concept and a large undertaking. In Australia, National needs to be distinguished from Commonwealth since it mean a co-operative partnership among the States, Territories and the Commonwealth. Policy means establishing clear goals and describing the processes which will lead to their achievement. Languages means that the distinctive role of all language categories needs to be included. English, and Literacy in English were given primacy in the NPL adopted by the Federal Government in 1987 and supported by the States and Territories.

The second principle on which the Policy is based referred to the unique languages of Australia, the Aboriginal and Torres Strait Islander Languages.

The third principle expressed a now almost unanimously asserted goal: A Language other than English for all. Because Australia is a multicultural, predominantly European population at the edge of the South-East Asian region this principle is a complex one involving support for languages of Australia's population, the languages of neighbouring countries and the languages of wide global significance.

The fourth principle is a commitment to language services (interpreting and translating, language testing, languages in the media, comprehensive languages policy advice, evaluation and research).

This report catalogues the great deal of activity implementing the National Policy on Languages. The spirit in which the Policy was brought about; ie collaboration and discussion with all interested parties was reflected in the production of this report. The NPL is of practical and symbolic significance to Australia. This report shows why.



Joseph Lo Bianco

TABLE OF CONTENTS

Executive Summary iv

1. Introduction 1
   1.1 Purpose of the Report 1
   1.2 National Policy on Languages: Overview 1

2. National Policy on Languages: The Background 2
   2.1 Development of the National Policy on Languages 2
   2.2 Role of the National Policy on Languages 5
   2.3 Needs to be addressed by the National Policy on Languages 5
   2.4 National Policy on Languages: The Principles 6
      2.4.1 English for All 6
      2.4.2 Support for Aboriginal and Torres Strait Island Languages 7
      2.4.3 A Language Other Than English for All 8
      2.4.4 Equitable and Widespread Language Services 9

3. National Policy on Languages: The Programs 10
   3.1 Adult Literacy Action Campaign 10
   3.2 Asian Studies Program 12
   3.3 Australian Second Language Learning Program 14
   3.4 English as a Second Language Program (New Arrivals element) 17
   3.5 Languages Institute of Australia 20
   3.6 Multicultural and Cross-Cultural Supplementation Program 23
   3.7 National Aboriginal Languages Program 25

4. The Australian Advisory Council on Languages and Multicultural Education (AACLAME) 26
   4.1 Terms of Reference 26
   4.2 Membership 27
   4.3 Organisation 29
      4.3.1 Reference Groups 29
      4.3.2 Sub-Committees 30
      4.3.3 Assessment Panels 30
   4.4 Consultancies and Grants 31
   4.5 AACLAME's contribution to debate and policy-making 33
   4.6 Publications 36
   4.7 Surveys and data collection 38
   4.8 Development of briefs for reviews 38
   4.9 Conferences 39
   4.10 Effectiveness of AACLAME's activities 41
   4.11 The future 41

5. Reviews and evaluations of the National Policy on Languages Programs 42
   5.1 Review of the Adult Literacy Action Campaign 42
   5.2 Review of the National Aboriginal Languages Program 44
   5.3 Review of the Australian Second Language Learning Program 46
   5.4 Other National Policy on Languages Programs 48

6. Directions and Priorities for the Future 50
6.1 Achievements of the National Policy on Languages 50
6.2 The case for maintaining the National Policy on Languages 51
6.3 Areas for future development 54
6.3.1 Development of the Principle of English for All 54
6.3.1.1 Proposal for a new program: The National Literacy Program 55
6.3.2 Development of the Principle of support for Aboriginal and Torres Strait Island Languages 61
6.3.2.1 Proposal for a revised and extended National Aboriginal Languages Program 63
6.3.3 Development of the Principle of a Language other than English for All 64
6.3.3.1 Proposal for a modified Australian Second Language Learning Program for schools 72
6.3.4 Development of the Principle of Widespread and Equitable Language Services 72
6.3.4.1 Proposals for action relating to language services 73
6.3.5 Proposals relating to multicultural education 74
7. Recommendations 74

Appendices

1A. ALAC - State / Territory expenditure, 1988 and 1989 78

1B. ALAC - National level projects, 1988 and 1989 85

2. Funding details of the Asian Studies Program 87

3A. Funding details of the ASLLP - General element 91

3B. Funding details of the ASLLP - National level element 98

4. NALP projects 1987-88 and 1988-89 101

5. MACSP projects funded, 1988 to 1990 108

6. Summary of AACLAME expenditure 112

7. Membership of AACLAME's Reference Groups, Sub-Committees and Assessment Panels 114

8. Activities of AACLAME's Reference Groups, Sub-Committees and Assessment Panels 117

9. Papers delivered or conferences hosted by AACLAME members, on behalf of the NPL 123

10. Review Seminar - National Policy on Languages: the Next Decade (Canberra, 28 March 1990): Response to the recommendations of AACLAME's draft report to the Minister 129

Tables

1. Total Commonwealth commitment to the National Policy on Languages, as announced in December 1987 2

2. Summary of program funding available under the NPL 3

3. State allocations for the Adult Literacy Action Campaign in each of 1988 and 1989 11

4. Australian Second Language Learning Program - annual allocation to each education system under the General element 16

5. ESL Program - Expenditure 1982 to 1990 20

6. Total financial allocations for the Languages Institute of Australia 21

7. Languages Institute of Australia - current activities and initial allocation 22

8. Grants and consultancies supported by AACLAME 39

9. Foreign Trade: Australia's top trading partners in 1988-89 65

10. Some languages in Australian education institutions, 1988 70

11. Summary of AACLAME's recommendations for additional NPL funding up to and including 1994-95 77

Executive Summary

This first report to the Federal Parliament by the Australian Advisory Council on Languages and Multicultural Education (AACLAME) provides a detailed overview of implementation of the first stage of the National Policy on Languages (NPL) till March 1990, evaluates the effectiveness of the NPL programs, presents a case for the extension of the NPL for a second term and identifies directions and priorities for NPL program activity till the end of 1994-95. The Report argues that the NPL is an essential ingredient in the Australian Government's commitment to economic growth, social justice, quality of Australian life and a constructive international role. The response to the report's recommendations made by relevant State and Commonwealth departments and peak non-government organisations with an interest in language policy issues is contained within Appendix 10.

Four principles underpin the NPL:

- English for All
- Support for Aboriginal and Torres Strait Island Languages
- A language other than English for All
- Equitable and Widespread Language Services

On current estimates, approximately $94 million dollars will have been allocated by the Commonwealth Government between 1987-88 and 1990-91 for implementation of the NPL. These funds are disbursed through six programs in the areas of English as a Second Language for children, adult literacy, maintenance and development of Aboriginal and Torres Strait Island languages, learning of languages other than English and cross-cultural awareness programs for professionals and para-professionals. These funds also support an advisory council to the Minister for Employment, Education and Training (AACLAME) and the Languages Institute of Australia.

The following is a funding summary of the NPL programs (excluding administrative costs):

Program	1987-88 $m	1988-89 $m	1989-90 $m	1990-91 $m
Australian Second Language Learning Program (ASLLP)	3.9	7.7	7.7	3.9
Adult Literacy Action Campaign (ALAC)	1.96	1.96	-	-

Program	1987-88 $m	1988-89 $m	1989-90 $m	1990-91 $m
Multicultural and Cross-cultural Supplementation Program (MACSP) (including Languages Institute of Australia (LIA)	0.75	1.5	1.5	0.75
National Aboriginal Languages Program (NALP)	0.5	1.0	1.0	1.0
Asian Studies Program	1.85	1.95	1.95	1.95
English as a Second Language (ESL) Program (New Arrivals Element)	12.425	18.85	21.15	22.3
AACLAME	0.19	0.2	0.2	0.2

These NPL programs supplement previously existing and continuing Commonwealth and State activity in the languages area.

Reviews have recently been completed on three of the NPL programs: the Adult Literacy Action Campaign (a two-year program), the Australian Second Language Learning Program (a four-year program) and the National Aboriginal Languages Program (a four-year program). These reviews all conclude that the programs have been effective in meeting their short-term goals. However, the reviewers all comment that the needs which the programs were set up to address cannot be met effectively in such a short period. They all recommend that the programs be extended for a second term and identify desired implementation strategies. In addition, an evaluation of three of the Asian Studies Program's national curriculum projects)Chinese, Indonesian and Japanese) has also been completed.

AACLAME's Report to the Minister concludes that despite the achievements of the NPL in its first two years, there are still many areas of need to be addressed in the second stage of the NPL. These include the need:

- for a comprehensive national literacy strategy encompassing literacy learning at all levels for both native speakers and non-native speakers of English;
- to maintain the highest standards within the English as a Foreign Language industry;
- for a research facility dedicated specifically to the English language teaching needs of children;

- to expand and extend support for Aboriginal and Torres Strait Island languages maintenance and development, to ensure that this important national heritage is not lost and to assist Aboriginal and Torres Strait Island people overcome problems of alienation and educational, social and economic disadvantage;

- to ensure that Australia develops its existing and potential linguistic resources in a balanced way so that it has the capacity to meet its domestic and international communication requirements into the twenty first century;

- to ensure that Australia's language services reflect the needs of all members of the community, through adequate preservice and inservice programs for those people working with clients experiencing communication difficulties created by language or culture or by some form of intellectual, learning, physical or sensory disability; and

- to maximise access to information for all people in Australia, regardless of language or educational background.

The recommendations contained in Section 7 address these needs specifically. AACLAME recommends that the Government allocate an additional $85.85 million between 1990-91 and 1994-95 for implementation of these recommendations in the second stage of the NPL.

REPORT TO THE MINISTER FOR EMPLOYMENT, EDUCATION AND TRAINING, THE HON J S DAWKINS, BY THE AUSTRALIAN ADVISORY COUNCIL ON LANGUAGES AND MULTICULTURAL EDUCATION:

THE NATIONAL POLICY ON LANGUAGES: DECEMBER 1987 - MARCH 1990

1. Introduction

1.1 Purpose of the Report

This is the first report by the Australian Advisory Council on Languages and Multicultural Education (AACLAME) to the Minister for Employment, Education and Training, the Hon J S Dawkins. It is effectively a progress report, reflecting as it does the first two calendar years of operation of the National Policy on Languages (NPL), scheduled in its first stage for four financial years.

The report's aims are to:

- provide a detailed overview of progress in implementing the NPL between its launch in December 1987 and March 1990;
- evaluate, where possible, the effectiveness of NPL programs;
- present a reasoned case for the extension of NPL funding beyond the current life of the policy in program terms (1990-91); and
- identify directions and priorities for future NPL program activity,

A major purpose of the report, apart from dissemination of information through the Minister to Parliament and the general public, is to argue that renewal of the NPL after 1990-91 is consistent with a commitment to economic efficiency, social justice, quality of life and an active and constructive international role for Australia.

1.2 National Policy on Languages: Overview

The NPL is a set of principles addressing Australia's language planning requirements and a group of related Commonwealth language programs supporting those principles. Other pre-existing programs also address the NPL principles and are philosophically part of the NPL. As they have not so far been funded under the rubric of the NPL, they are outside the scope of this report, except for passing references in Section 2.4.

Table 1 shows the total Commonwealth financial commitment to the NPL when it was announced in December 1987.

Table 1: Total Commonwealth commitment to the NPL (as announced in December 1987)

1987-88: $15.0 million

1988-89: $28.65 million

1989-90: $27.3 million

1990-91: $23 million

Note: These figures are based on estimates made in 1987-88. Five of the programs funded have a fixed allocation, while one program is subject to variation, depending on numbers of eligible students (see Table 2, including the Note under Table 2). The actual expenditure resulting from the NPL has in fact been higher.

The NPL funds have, however, generated substantial additional resources for language programs. A good example is the Adult Literacy Action Campaign, the funds for which generated additional and much greater funding from State governments. For example, the Victorian Government contributed an additional $2.5 million for adult literacy activities in 1988-89 and $3.4 million in 1989-90. Additional Commonwealth funding for languages at the higher education level has also been generated through the NPL.

The principles embodied in the NPL have been nationally agreed. They were formulated as a guide to decision makers so that choices about language issues could be planned, rational, comprehensive, just and balanced, and serve to meet the language-related needs for Australia's economic, social and cultural well-being.

Those principles are:

- English for all
- Support for Aboriginal and Torres Strait Island languages
- A language other than English for all
- Equitable and widespread language services

Prior to the adoption of the NPL, a number of programs existed which supported the principles of the NPL.

Under the NPL, funding was provided to establish five new programs, supplement one existing program, and establish the Australian Advisory Council on Languages and Multicultural Education (AACLAME).

The NPL programs, with their allocations in each financial year, are summarised in Table 2.

Table 2: Summary of program funding available under the NPL, 1987-88 to 1990-91

Program	1987-88 $m	1988-89 $m	1989-90 $m	1990-91 $m
New programs				
Australian Second Language Learning Program (ASLLP)	3.9	7.7	7.7	3.9
Adult Literacy Action Campaign (ALAC)	1.96	1.96	-	-
Multicultural and Cross-cultural Supplementation Program (MACSP) (including Languages Institute of Australia (LIA)	0.75	1.5	1.5	0.75
National Aboriginal Languages Program (NALP)	0.5	1.0	1.0	1.0
Asian Studies Program [A Cabinet decision authorises continuation of this program at the same funding level until 1994-95]	1.85	1.95	1.95	1.95
Existing Program				
English as a Second Language (ESL) Program (New Arrivals Element) [The ESL Program is covered by legislation, allowing it to continue indefinitely unless the legislation is repealed.]	12.425*	18.85*	21.15*	22.3*

* Note: The figures given in Table 2 for the ESL (New Arrivals) Program represent total actual expenditure (January 1990 estimates for 1990 and 1991) resulting from the doubling of student access to New Arrivals funding from 6 months to 12 months as a result of the NPL. The figures for total expenditure under the NPL given in Table 1 were 1987-88 estimates and include New Arrivals funding estimates based on the size of the eligible student population during 1987-88. Those figures in fact represent a significant under-estimate of the actual number of eligible students in subsequent years. The estimates were therefore smaller than the amount actually spent under the NPL, which are given in Table 2.

The principles of the NPL are amplified in Section 2.4, while the programs are discussed in detail in Section 4.

2. National Policy on Languages: the Background

2.1 Development of the National Policy on Languages

The adoption of the National Policy on Languages (NPL) in 1987 was the culmination of many years of debate, discussion and inquiry by a succession of governments, professional language associations, community groups, and individuals.

Following strong advocacy by ethnic, Aboriginal and professional groups, the Senate referred the question of a language policy to its Standing Committee on Education and the Arts in May 1982. Its report, A National Language Policy, published in 1984, was a comprehensive document which argued for the first time at the parliamentary level that there was indeed a need for a national language policy.

In response to the Senate Committee's report, Senator Susan Ryan, then Minister for Education, asked Joseph Lo Bianco to prepare a national language policy for the Government's consideration. This task involved converting the best principles which underpinned language planning in the past in Australia into explicit statements of desired objectives and the formulation of programs to realise those objectives.

On 26 April 1987, in Melbourne, the Prime Minister announced the Commonwealth Government's endorsement of the Lo Bianco Report, National Policy on Languages. When tabled in the Senate in May 1987, the report received strong bipartisan support. Cabinet approved a program of funding for the NPL on 5 June 1987, and the financial allocation was made in the Budget of 15 September 1987. Final program details were announced on 15 December 1987, with implementation from the beginning of 1988. The Prime Minister reaffirmed the Government's commitment to the NPL in July 1989, during the launch of the National Agenda for a Multicultural Australia and again in March 1990 in his policy document on immigration, ethnic affairs and multicultural issues, Foundations for the Future.

All State/Territory education systems were consulted in the development of the policy and it was fully endorsed by most. In addition, all States and Territories have now developed or are developing their own language policies which have been elaborated to various degrees. The South Australian, New South Wales, Victorian and Western Australian languages policies are very detailed, while the languages policies of both the Australian Capital Territory and Queensland are expected to be further amplified in the near future. All State languages policies reflect a symbiotic relationship with the NPL as they take much of their impetus and many of their principles and goals from it.

2.2 Role of the National Policy on Languages

Both the Senate Committee Report and the Lo Bianco Report argued that a national policy on languages is needed to develop and improve Australia's linguistic resources. Coordinated language effort in Australia was (and still is) required to meet:

- the growing demands created by the emergence of Australia as a multilingual and multicultural society,
- the need for national unity,
- Australia's domestic economic, educational and social needs, and
- the educational, economic, political, technological and social development needs of Australians living in a multilingual world.

2.3 Needs to be addressed by the National Policy on Languages

The NPL exists to address national needs which inhibit progress and advancement for individuals and groups, and therefore for the whole society. Some of these are:

- worrying levels of illiteracy among speakers of English as a first language;
- poor command of English among both recent and long-term immigrants of non-English speaking background and many Aborigines;
- lack of skills in second languages among English-speaking Australians;
- the erosion of linguistic resources through the neglect of the potential for bilingualism among children who speak a language other than English;
- the imminent extinction of many Aboriginal languages, the accompanying loss of a significant element of Australia's cultural heritage, and reduced educational achievements for Aboriginal children;
- the lack of sufficient emphasis on practical communication skills in courses in some languages;
- the unmet needs for language services such as interpreting and translating, language testing and libraries for non-English speaking and multilingual readers;

- the need to identify and resolve problems created by one or more of the following: geographical isolation, cultural isolation, and intellectual, learning, physical and/or sensory disabilities, as these relate to communication.

2.4 National Policy on Languages: the Principles

The four principles underpinning the NPL reflect Australia's key language needs. This section summarises the NPL principles and outlines the State and Commonwealth language programs, including the NPL, through which they are manifest.

2.4.1 English for All

Knowledge of English is fundamental for successful education and employment in Australia, and for full and effective participation in many aspects of Australian society. Australian English is often regarded as integral to Australian identity. While the majority of Australians speak English as a first language, a significant minority speak English as a second language, or Standard English as a second dialect. Others, both native English-speaking and non-native-English-speaking, are unable to read or write in English, although their spoken English may be satisfactory. Instruction appropriate to the learning needs of each individual is therefore essential to enable all members of the community to participate fully in Australian society.

The bulk of funding for English language instruction for children is provided through mainstream education, funded by State government and non-government education authorities. The Department of Employment, Education and Training will provide an estimated $90.7 million in 1990 to support the ESL Program for children. A proportion of this program ($22.3 million in 1990) is funded under the NPL. Literacy activities are also supported under the Commonwealth's Disadvantaged Schools Program ($45.965 million in 1990).

English as a Second Language (ESL) for adults (the Adult Migrant Education Program - $71.572 million in 1989-90) is administered primarily through the Department of Immigration, Local Government and Ethnic Affairs, although a small program, the Advanced English Program for Migrants ($4.288 million in 1990) is administered through the Department of Employment, Education and Training. Both these programs address literacy needs as well as the broader communicative needs of their participants.

One new NPL program, the two-year Adult Literacy Action Campaign (ALAC), sought to address the principle of English for All. This program provided a significant boost to adult literacy activities already existing in the ESL programs just referred to and two other programs funded by the Department of Employment, Education and Training (DEET). In 1990, these programs are:

Adult Literacy (States Grants) Program: $1.208 million

Non-Government Adult Education Program: $1.484 million
(Although this program has supported adult literacy activities as a priority since 1988, other adult education activities are also supported.)

It is expected that these two programs will be "collapsed" with the Advanced English Program for Migrants into the "Vocationally Oriented Adult Education and Literacy" program from 1991.

During 1990, some of the research activities commenced under ALAC are being continued indirectly through funding administered by the National Consultative Council for International Literacy Year (ILY). However, the major activities of ALAC in terms of extension of provision, innovative projects directed to improving teaching practice, and professional development and curriculum development, are not currently being continued.

2.4.2 Support for Aboriginal and Torres Strait Island languages

Australia's indigenous languages, spoken by Aboriginal and Torres Strait Island groups, have a unique and important place in Australia's linguistic heritage. They are a vital expression of cultural and social identity for Aboriginal and Torres Strait Island people. They are also important for all Australians.

Language is central to individual and group identity for Aboriginal and Torres Strait Island people, as indeed it is for all people. Language guides social and spiritual behaviour and relationships and links Aboriginal people to their long history in Australia. These roles of Aboriginal and Torres Strait Island languages have survived despite many years of cultural and linguistic repression. They are also characteristic of Aboriginal creoles and dialects of English.

The colonisation of Australia has had a devastating effect on Australia's indigenous languages, reducing them from about 250 distinct languages (representing about 700 dialects) in 1788 to only about 20 languages with a reasonable chance of survival as living languages into the 21st Century.

The National Aboriginal Languages Program (NALP) is the NPL program which addresses the principle of support for Aboriginal and Torres Strait Island languages. Some education authorities fund learning programs in a few Aboriginal languages, chiefly through bilingual education programs, while the Australian Institute of Aboriginal and Torres Strait Island Studies (now part of the Aboriginal and Torres Strait Island Commission) and

some university linguistics departments are able to provide limited academic support by recording languages and undertaking research. NALP is the only source of support for most Aboriginal languages maintenance and development work in communities and schools, and is the only direct Commonwealth source of support.

2.4.3 A language other than English for all

This principle advocates that all Australian children should have access to and be encouraged to take advantage of appropriate learning programs in languages other than English (including Australian Sign Language - AUSLAN).

Learning languages other than English in Australia takes two forms, with different curriculum and teaching implications:

- first language maintenance, for people of non-English speaking background, and

- second language learning for native speakers of English. This should include learning of languages actively spoken within the Australian community, as well as languages regarded as important for international communication.

The educational and equity justifications for offering first language maintenance programs to children of non-English speaking backgrounds are well established.

Research indicates that a good command of a second language can lead to improved cognitive development, higher verbal intelligence, and a greater capacity for creative thinking and problem solving in bilingual people, when compared with their monolingual age peers.

All children in Australia, regardless of language background, have the potential to acquire these personal benefits of bilingualism if they have access to appropriate language learning programs in English and other languages.

However, bilingualism is valuable not only for the individual's intellectual, psychological, social and vocational benefit, but also as a national resource. People with bilingual skills are able to form a communication bridge for those within Australia who do not speak English. In international dealings, dependence on English weakens Australia's capacity to respond to changing economic, political and cultural relationships and to compete in the global marketplace buying and selling goods, services, technology and ideas.

Australia has been slower than many other countries to recognise that language skills are a significant national asset. Because of this, and despite the presence in the Australian community of speakers of many languages, our language skills nationally are now inadequate to meet our domestic and international needs in the modern world. This trend can only be reversed by concerted effort to improve access to and the quality of first language maintenance and second language learning programs.

State education authorities provide by far the bulk of funding for the study of languages other than English in schools and tertiary institutions. This activity is supplemented by the Commonwealth-funded Ethnic Schools Program ($7.492 million in 1990). Two NPL programs, the Australian Second Language Learning Program (ASLLP) and the Asian Studies Program, also provide direct support for languages other than English. Further indirect support is available at tertiary level through the Languages Institute of Australia ($1.1 million in 1989-90), which is funded jointly by the Multicultural and Cross-Cultural Supplementation Program (MACSP) of the NPL and the Commonwealth Key Centres Program.

2.4.4 Equitable and widespread language services

The need for equitable and widespread language services is a consequence of both the linguistic pluralism of the Australian population and the need for the expert, efficient and effective conduct of affairs with non-English-speaking countries.

Many people, due to age, restricted access to appropriate English courses, or limited exposure to formal education, find it difficult or impossible to acquire more than an elementary command of the English language. As people without an adequate mastery of English are likely to suffer a disadvantage in their public dealings, special services and programs are necessary to ensure equitable access for such people to facilities and services in Australian society. Australia's international relations with non-English speaking countries necessitate the availability of expert specialised translators and interpreters in a range of fields.

Interpreter/translator training is supported by recurrent grants to individual tertiary institutions. The National Accreditation Authority for Translators and Interpeters (NAATI), funded through DILGEA, is responsible for accrediting individuals and courses for interpreting and translating. Interpreting and translating services receive some funding from state governments. Other translators and interpreters are employed in private businesses and agencies.

Other language services required to meet both domestic and international requirements include:

- library services for speakers of other languages and those with limited literacy in English;
- print and electronic media in a range of languages; and
- language testing.

Most of these fall outside the scope of existing NPL funding, which is currently available only through the Commonwealth Employment, Education and Training portfolio.

An initial step in meeting Australia's language testing needs is the allocation by the Languages Institute of Australia of $250,000 to develop a range of language tests, as recommended in the Lo Bianco report.

Library services are largely the responsibility of local government authorities with some State government involvement. Relatively few resources are devoted to those with special language interests or requirements. Australia seems now to be relatively well-endowed with both print and electronic media in languages other than English compared with twenty years ago, but there is nevertheless considerable scope for further expansion and consolidation of these services.

This principle of equitable and widespread language services is currently the one least well addressed by both State and Commonwealth governments.

3. National Policy on Languages: the Programs

All NPL programs are administered within the Languages Policy and Asian Studies Branch of DEET, unless otherwise indicated.

3.1 Adult Literacy Action Campaign

The Adult Literacy Action Campaign (ALAC) was a two year program which aimed to boost the Commonwealth's contribution to adult literacy provisions and to improve the national data base of knowledge relating to adult literacy needs and difficulties in Australia.

The ALAC was designed as a catalyst program, primarily funding new activities and expanded course provision for students not previously enrolled in courses and without easy access to mainstream TAFE provisions.

In each of 1988 and 1989, $1.96 million was provided for the ALAC. Of this, $1.71 million was allocated to the States/Territories and administered within the TAFE Policy and Programs Branch of DEET. The allocations for ALAC were

primarily based on the proportion of State/Territory populations aged fifteen years and over. Some adjustments were made to the level of grants for smaller States to ensure that they could mount viable programs and to take account of State efforts in adult literacy. State TAFE authorities delivered this "general" component of the program in conjunction with the Adult Literacy (States Grants) Program, which is funded through legislation.

Table 3 shows the total State allocation under ALAC in each of 1988 and 1989.

Table 3: State allocations for the Adult Literacy Action Campaign in each of 1988 and 1989

State/Territory	Allocation
New South Wales	$560,000
Victoria	$440,000
Queensland	$285,000
Western Australia	$155,000
South Australia	$150,000
Tasmania	$50,000
Northern Territory	$30,000
Australian Capital Territory	$40,000
Total	$1,710,000

States were invited to submit program proposals which were assessed by the ALAC Sub-committee of AACLAME (see Appendix 8 for details). Each State was therefore responsible for determining those elements of the approved program they would pursue up to the limit of available funds. Appendix 1A contains details of actual State/Territory expenditure under ALAC.

The remaining $0.25 million of the $1.96 million available for the program was set aside for national level projects. For a summary of these, see Appendix 1B.

Perhaps the most significant of the national level projects was the completion of the first national survey to establish the number of Australians with literacy difficulties. The report of this survey, No Single Measure - A Survey of Australian Adult Literacy, has recently been published and has generated considerable interest in the community and the media. This report shows that, of a representative sample of nearly 1500 adult Australians:

- 4% were unable to sign their name correctly on bankcard;
- 11% could not find the expiry date on a driver's license;
- 21% could not find a nominated telephone number in the Yellow Pages of a telephone directory;
- 38% were unable to calculate the change from $5.00 for a lunch order;
- 57% could not correctly calculate a bill with a 10% surcharge;
- 78% of those who attempted the question could not identify the issues in a newspaper article about technology.

The report concluded that, depending on the context of the reading task, between 10% and 25% of the adult native English-speaking Australian population are functionally illiterate.

The ALAC had a positive impact in the community as early as its first year. This can be seen, for example, in:

- an occasional paper prepared by the AACLAME which describes innovative programs and approaches to adult literacy provision generated around Austalia by the ALAC;
- correspondence and representations to the Minister for Employment, Education and Training from all levels of the community - students, teachers, educational organisations, interest groups, individuals, Members of Parliament - asking for an extension of the ALAC.

More recently, an evaluation of the ALAC was commissioned by the National Consultative Council for International Literacy Year. The report of the evaluation has now been completed. This evaluation is discussed in detail in Section 5.1.

3.2 Asian Studies Program

The Asian Studies Program ($1.95 million in 1989-90) is administered by the nine-member Asian Studies Council (ASC). The ASC was established by the Commonwealth Government in 1986 under the chairmanship of Dr Stephen FitzGerald for an initial five-year period. The aim of the Asian Studies Program (ASP) is to support educational projects of national significance in Asian languages and Asian studies. Additional funds are available to the ASC to support the objectives of the program through the ASC core budget ($681,500 in 1989-90).

The objectives of the Asian Studies Program reflect those of the ASC. They are to:

- stimulate and promote national awareness of Asia in industry and the community through targeted media campaigns and promotional activities.

- advise on, promote and guide a national strategy for strengthening Asian studies to meet growing national requirements. This strategy was distributed in December 1988.

- provide a national perspective on Asian studies requirements in Australian education at all levels

- increase appropriate Asian content across the curriculum at all levels of Australian education

Agreements have been negotiated with State and Territory education systems to support national collaboration in the development of curriculum and materials for Asian languages and studies. Ratified by State and Territory Directors-General, this co-operative approach to the development of curriculum and teacher training, as originally proposed in the NPL, means that one or more States take prime responsibility for developments in agreed projects, in consultation with all other parties.

State education department responsibilities under the ASP are as follows:

- Indonesian language (primary and secondary) curriculum and materials - Northern Territory and South Australia;

- Japanese (primary and secondary) - Queensland and Western Australia;

- Chinese (primary and secondary) - Victoria;

- Thai and Korean (upper secondary) - ACT;

- Vietnamese (primary) - South Australia;

- Asian studies curriculum materials - Tasmania.

The ASP also supports two other major initiatives:

1. provision of additional teacher training. Funding has been provided to the NSW Department of Education for the development of a national teacher training program. In 1988 and 1989 funding was also provided to assist the States to increase rapidly the supply of trained teachers of Asian languages and studies. The funds were increased in 1989 so that this assistance could be extended to the non-government sector.

2. ABC/Griffith Chinese Language Education Television Film Series. The ASC is using ASP funds to co-fund a series of 20 films to be produced by the ABC, with materials developed by Griffith University in consultation with teachers and curriculum experts.

In 1988 the ASC funded an Inquiry into the Teaching of Asian Studies and Languages in Higher Education. On 1 November 1989 the Minister for Employment, Education and Training announced the Government's endorsement and funding of a number of the recommendations of the Inquiry's report. NPL funds have been used to:

- support the attendance of teachers at Asian languages summer intensive courses in 1989-90;
- set up an Asian Studies Postgraduate Scholarship Scheme; and
- contribute to the maintenance of a data base on Asian languages and studies.

The ASC is currently consulting with teacher education institutions throughout Australia with a view to establishing a strategy for teacher training in Asian studies and languages in keeping with the report's recommendations.

Other recommendations of the Inquiry have been funded by the Government from other sources.

For fuller details of projects and surveys, see Appendix 2.

3.3 Australian Second Language Learning Program

The Australian Second Language Learning Program (ASLLP - $22.5 million over four calendar years) supports initiatives in the teaching of languages other than English. Projects supported are designed to improve the quality of second language teaching, primarily in Australian schools, within a national framework.

The objectives of the ASLLP include:

- promoting the growth in government and non-government schools of the study of a wide range of languages appropriate to Australia's social, economic and cultural needs.
- improving the quality of second language programs.
- ensuring the continuity of language programs throughout the various levels of education.
- returning Year 12 matriculation levels in languages, in the next ten years, at least to those of the late 1960s;

- developing bilingual education programs, both as mother tongue maintenance and second language immersion programs; and

- ensuring optimum commonality of curriculum frameworks, syllabus design, assessment and teaching methodology within the one language and across languages, as well as of teacher training practices.

The objectives of the ASLLP are ambitious and considerable assistance from all education systems will be required if they are to be met.

Funds totalling $3.87 million were made available under ASLLP in 1987-88 and in 1988-89 they were increased to $7.7 million. This level of funding will again be provided in 1989-90.

The program has two elements:

- a general element, which provides grants to government and non-government school systems; and

- a national element which provides funding for projects of national significance.

In 1987/88, $3.67 million was provided for the general element and $200,000 for national level projects. These grants were increased to $6.2 million for the general element and $1.5 million for national level projects in both 1988-89 and 1989-90.

Funding priorities for the general element are established by the AACLAME and incorporated in the program guidelines distributed to school systems. Systems then prepare proposals which address the guidelines. These proposals are considered by the ASLLP Sub-Committee of AACLAME (see Appendix 8 for further details).

Table 4 shows the total allocation to each system under the general element of ASLLP from 1988 to 1990.

Table 4: ASLLP - Annual allocation to each education system under the general element, 1988 to 1990

State/Territory	Government	Non-Government		Total
		Catholic	Other	
	$'000	$'000	$'000	$'000
ALLOCATIONS FOR 1988				
New South Wales	904	256	74	1,234
Victoria	645	212	92	949
Queensland	454	104	40	598
Western Australia	254	54	23	331
South Australia	229	40	26	295
Tasmania	87	15	8	110
Northern Territory	54	8	2	64
Australian Capital Territory	59	23	7	89
Total	2,686	712	272	3,670

ALLOCATIONS FOR EACH OF 1989 AND 1990

State/Territory	Government	Non-Government		Total
		Catholic	Other	
	$'000	$'000	$'000	$'000
New South Wales	1,527	432	125	2,084
Victoria	1,089	358	155	1,602
Queensland	767	176	68	1,011
Western Australia	429	91	39	559
South Australia	387	68	44	499
Tasmania	147	25	14	186
Northern Territory	91	14	3	108
Australian Capital Territory	100	39	12	151
Total	4,537	1,203	460	6,200

Appendix 3A provides a summary of programs supported in 1988 and 1989 in each education system by ASLLP general element funds.

National level projects are partly submission based and partly decided by AACLAME. Twenty-four projects were funded in the first two years of operation of the program: three in 1987-88 and a further 21 in 1988-89. In particular, national level funding has supported:

- continued development of the Australian Language Levels (ALL) project, which provides nationally acceptable guidelines for language program development and renewal for students of all ages and with differing levels of prior knowledge of the language;

- continued development of the National Assessment Framework for Languages at Senior Secondary Level (NAFLaSSL), which provides nationally acceptable curriculum and assessment guidelines for languages in Years 11 and 12 for students with various levels of prior knowledge of the languages;

- development of a pilot curriculum for Australian Sign Language (the language of the deaf community) at senior secondary level;

- professional development of language teachers;

- language teaching through distance education;

- bilingual education; and

- the review of Modern Language Teaching in Higher Education.

Appendix 3B amplifies details about ASLLP national level projects.

An assessment of projects funded in 1988 indicates that the objectives of the program were already being met in the program's first year. The ASLLP has expanded provision in a wide range of languages and supported the production of high quality resource materials, curriculum development and the professional development of language teachers. Deeper analysis of the available statistics is required, however, before we can assess the extent to which substitution (as opposed to supplementation) has occurred in language provision.

An independent evaluation of the program was completed in March 1990 (see Section 5.3).

3.4 English as a Second Language Program (New Arrivals element)

Although only a relatively small component of the total Commonwealth English as a Second Language (ESL) Program (half of the New Arrivals element) is funded under the NPL, this section gives an overview of the whole ESL Program in order to place the NPL funds in their broader context. The ESL Program provides assistance to education authorities and schools to develop the English language competence of students of non-English-speaking background, with the aim of improving their educational opportunities and outcomes and their chances of effective participation in Australian society.

Since the ESL Program began in its present form in 1982, the Commonwealth has provided some $568 million to help children of non-English-speaking background to learn English.

The ESL Program has two elements: the General Support element and the New Arrivals element.

Under the General Support element, funding is provided to State and Territory education departments, Catholic education authorities and independent schools to help them improve the English language competence of ESL students who are resident in Australia (including those born here). The General Support element aims to help those students who have reached a level of competence in English which enables them to participate in mainstream classrooms, but who still require special assistance.

General Support funding is used to employ specialist ESL teachers to:

- teach ESL students in their own withdrawal classes;
- teach in teams with other teachers; and
- help other teachers to handle the English language development of ESL students in other areas of the curriculum.

General Support funds are also used to employ advisory staff, interpreters and translators, bilingual welfare workers, teacher aides and people to liaise between the school and the community.

Commonwealth funding helps in the development of curriculum and the provision of ESL teaching and learning materials, and the inservice training of both ESL and mainstream teachers.

The New Arrivals element gives assistance to education authorities and schools to provide intensive English language programs for up to one year for students newly-arrived in Australia who have little or no English language skills.

To be eligible for funding a student must be a permanent resident of Australia. A once-only grant is made for each newly-arrived student enrolled in an intensive ESL course, either in a school or at an intensive language centre.

New Arrivals funds are used to:

- employ specialist teachers to provide intensive English language instruction for newly-arrived children;
- employ advisors, interpeters and translators, bilingual welfare officers, teacher aides and school-community liaison workers;
- develop curriculum and provide ESL teaching and learning materials and small items of teaching equipment; and
- help with the inservice training of teachers.

As part of the NPL, the per capita grant for New Arrivals was doubled in real terms in 1988. This reduced the need for General Support funding to be used for the intensive instruction of new arrivals, allowing it to be devoted to helping more students with continuing ESL needs.

In 1990, $46.12 million is being provided under the General Support element. The funding level for the New Arrivals program depends on the number of children enrolled in intensive courses during the year. In 1989 some $38.46 million was provided. The New Arrivals per capita grant was further increased from $2,271 in 1989 to $2,328 in 1990. It is expected that the New Arrivals element will assist over 19,000 children in 1990.

In 1989 as part of The National Agenda for a Multicultural Australia, the Prime Minister announced that more students would be eligible for funding under the New Arrivals element in 1990. In the past, students entering their first formal year of primary schooling attracted New Arrivals funding only if they had entered Australia up to six months before the beginning of the funding year. From 1990, this period is extended to eighteen months, resulting in an estimated expenditure increase of $3 million in the first year.

Funding levels for the Commonwealth ESL Program are determined each year by Parliament in a schedule to the State Grants (Schools) Assistance Act 1988. General Support funds for the government sector in each state are determined by schedule, as are the total funds available nationally to the non-government sector. Funds are then supplied through agreements between the Commonwealth and state departments of education, Catholic education authorities and other systemic authorities and private schools.

Funding arrangements for the New Arrivals element are similar, except that Parliament determines the per capita grant payable each year rather than the total funds available to each state or sector.

ESL financial assistance is subject to supplementation to allow for changes in price levels through the year, the level of adjustment also being determined by Parliament. Information about the ESL Program, including eligibility requirements, application procedures, conditions of funding and the accountability for expenditure of funds required by the Commonwealth is available in Commonwealth Programs for Schools Administrative Guidelines, distributed to systems and schools before the start of each school year.

Details of the expenditure of Commonwealth ESL funds are reported to Parliament each year in the States Grants (Schools Assistance) Act Report on Financial Assistance Granted to Each State (the "Green Report"). The Program is administered by Targeted Programs Branch, Schools and Curriculum Division.

Table 5 summarises the details of ESL funding for the period 1982-1990.

Table 5: ESL Program - Expenditure 1982-90
(Source: Green Reports)

YEAR	GEN SUP	LANG TCH	NEW ARR	GEN REC	TOTAL
1982	38.7	-	25.5	-	64.2
1983	55.0	-	10.2	-	65.2
1984	58.3	-	9.3	-	67.6
1985	60.7	-	9.9	-	70.6
1986	62.5	-	11.2	-	73.7
1987	35.8	4.2	14.3	5.1	59.4
1988	37.1	4.3	35.4	5.3	82.1
1989	44.8	-	40.0	-	84.8
1990	46.1	-	44.6*	-	90.7*

* Estimate only

AACLAME has also stimulated further developments in ESL, specifically on attempting to coordinate and improve testing of ESL learning in schools (see Section 6.3.1.1).

3.5 Languages Institute of Australia

In June 1989, the creation of the Languages Institute of Australia (LIA) was announced. The Charter of the LIA, as prepared by AACLAME and accepted by the Government, is to: "contribute to improving the quality and relevance of language education in keeping with the goals and principles of the NPL and Australia's social, economic and cultural needs".

To achieve this, the LIA will perform the following functions:

1. offer national leadership and guidance on language education issues by:

   - providing professional development activities for language lecturers, teacher trainers and teachers;

   - creating and operating a data base/clearing house on language education issues and regularly disseminating information from these;

- facilitating and conducting research needed to improve practice in language education;

- reguarly assessing language education needs by providing advisory and consultancy services to government, unions, business and community on relevant language issues.

2. offer practical support for language education across Australia by:

   - providing, on a cost-recovery basis, a language testing service and associated consultancy activities appropriate to various professions, including the development of proficiency measurement instruments in English and other languages;

   - organising special purpose vocational language teaching outside the award-bearing structures of tertiary institutions on a fee-for-service basis;

   - offer a base in which to house the secretariat of national language associations.

The LIA is jointly funded from the MACSP component of the NPL and the Commonwealth's Key Centres of Teaching and Research Program.

The current financial allocations for the LIA are shown in Table 6.

Table 6: Total financial allocations for the Languages Institute of Australia

	Key Centres	NPL	Total
1988-89	$240,000	$850,000	$1,090,000
1989-90	$240,000	$1.0 million	$1,240,000
1990-91	$240,000	$550,000	$790,000

The LIA has a complex multi-campus structure, which will eventually operate Australia-wide. Monash University is charged with responsibility for overseeing its establishment. Its central secretariat is to be based in the city of Melbourne. Several of its functions are already operating. Table 7 summarises the activities currently being funded by the LIA.

Table 7: Languages Institute of Australia - Current activities and initial allocation

Language Testing Unit	Melbourne University, $170,000 Institute for Applied Linguistics and Languages, Griffith University, $80,000
Data base and clearing house	University of Queensland
Review of Modern Language Teaching in Higher Education (see Section 4.8 for details)	Professor Barry Leal Dr Camilla Bettoni Dr Ian Malcolm $165,000
Teaching and Curriculum Centres	Co-located with the Secretariat in Melbourne, $45,000
Research and Development Programs	
Language and Society	Monash University, $150,000
Language Acquisition Research Centre	Sydney University (in association with the Macarthur Campus of the University of Western Sydney), $150,000
Language and Technology	University of Queensland, $100,000

The LIA will eventually also set up Teaching and Curriculum Centres in all States and major cities in Australia.

The complexity of the LIA and the desirability for it to be a truly national body necessitates a rather complex structure. Eventually the LIA is intended to have the following elements: a Secretariat, Advisory Council, Executive Committee and Advisory Panels. The Secretariat, which will consist of a Director and appropriate administrative and support staff, will coordinate the work of the whole Institute and act as a link between the LIA and government, users and the private sector. It will report to an Advisory Council, which will include representatives of the higher education institutions in each State and Territory. The Secretariat will be advised on day-to-day activities by an Executive Committee. In formulating policy and making allocations of resources, the Secretariat will also be advised by a numb of advisory panels.

3.6 Multicultural and Cross-Cultural Supplementation Program

Over four years, the Multicultural and Cross-Cultural Supplementation Program (MACSP) will have disbursed approximately $2.5 million. The broad aim of the program is to enable students undertaking professional and para-professional courses to acquire skills and knowledge which would assist them in the delivery of an effective and equitable service to a culturally mixed clientele.

The most effective way to achieve this aim over a wide range of courses and institutions was seen as the production of relevant curricula and resource materials and the establishment or supplementation of centres with a general overview of the multicultural/cross-cultural area as it affects professionals and para-professionals.

The need for a program addressing multiculturalism in the tertiary sector is clear from the Advisory Council on Multicultural Affairs' observation that '...cross-cultural education and cross-cultural perspectives have not effectively penetrated, let alone permeated, the curricula of tertiary education. Integration is rare, variable, limited and disappointing. Too often cross-cultural education is viewed as a 'warm and woolly' luxury, of no great significance to the effectiveness with which professional services are delivered.' (Towards a National Agenda for a Multicultural Australia: a Discussion Paper, September 1988).

The MACSP represents the first sustained attempt to address the issue of multicultural and cross-cultural perspectives for professional and para-professional training, although a limited program was implemented in the late 1970s following Recommendation 14 of the Galbally review of post-arrival migrant programs and services.

MACSP is a submission-based program, with projects selected by AACLAME's MACSP Assessment Panel (for further details of the panel, see Appendix 7).

MACSP funding has been as follows:

1987-88	$750,000
1988-89	$900,000
1989-90	$500,000

Discipline areas addressed so far in MACSP programs have included law, social work, the health sciences, teacher education, child-care, business, librarianship and industrial relations, as well as the establishment of or contributions to a number of cross-disciplinary centres. Appendix 5 contains a detailed list of MACSP projects funded between 1988 and 1990.

The 1988-89 round of funding was carried out in collaboration with the Higher Education (Reserve) Fund, with all submissions being made to the Fund and a member of AACLAME forming part of the Higher Education (Reserve) Fund assessment panel to assist in the selection of those projects with a multicultural content. Three of the projects selected by that panel have been funded under MACSP.

Submissions made to the Fund are ranked by institutions before being sent to DEET. A number of the recipients of earlier grants have commented that since multiculturalism has a relatively low priority among institutional goals, multicultural projects are often omitted from the ranking within institutions.

Two major goals of MACSP have been to ensure:

. widespread dissemination of project results, and

. institutional incorporation of desirable innovations.

The former goal was achieved in part through the holding of a National Conference on Cross-Cultural Communication and Professional Education in Adelaide in September 1989. All program grantees were invited to attend.

As a further step, institutions receiving grants under the MACSP have been invited to lodge copies of the materials or course outlines developed with tertiary centres for multicultural studies with a special interest in this area.

From the second year of the program's operation, an institutional commitment to incorporating project results into regular activities has been required as a condition of the offer of grant. The degree to which this commitment has been carried out will be difficult to assess until all projects are completed, but encouraging results are evident from some of the shorter-term projects.

The achievement of changes in attitudes, skills and knowledge in the professions must be regarded as a long-term goal. In the primary task, the enlistment of tertiary institutions and TAFE in the preparation of professionals for a multicultural society, some success has been achieved. The profile of multiculturalism in tertiary institutions has been raised, and one may expect that this will have a ripple effect as more project materials are completed and put into use. Given the independence of tertiary institutions, however, it is possible that the program's impact could be temporary in many institutions and courses unless a continued effort is made. A long-term solution may be to adapt Commonwealth guidelines for institutional profiles to include cross-cultural perspectives.

Another consideration relevant to MACSP is the ethnicity profile of student and staff intakes in tertiary institutions. Some ethnic groups are well-represented, or are gradually becoming better represented, in tertiary education, but others remain under-represented. It is rare, however, for the diversity of skills relating to linguistic and cultural knowledge that students bring to their courses to be acknowledged.

Within the current program, particular areas still await attention. Training in industrial relations, business, and police and penal work has been little affected by MACSP. Most projects funded so far have been in the eastern states, with Western Australia, the Northern Territory and South Australia being relatively under-represented.

3.7 National Aboriginal Languages Program

The National Aboriginal Languages Program (NALP - $0.5 million available in 1987-88, with $1.0 million in each of the three subsequent years) seeks to redress some of the past neglect and denigration of Aboriginal and Torres Strait Island languages. The program's major aim is to support activities which assist in the preservation, continued use and appreciation of Aboriginal and Torres Strait Island languages. An important feature of the program is the involvement of and consultation with Aboriginal people.

The program is administered by the Schooling Strategies Section of DEET's Aboriginal Education Branch, with assistance with relevant assessment panel meetings from the AACLAME Secretariat.

NALP is a nationally advertised submission-based program. Submissions are assessed by the NALP Assessment Panel, which has a majority of Aboriginal members who represent key regions in Australia (for details see Appendix 7). Its funds have so far been disbursed as direct grants under the auspices of the Aboriginal Education Strategic Initiatives Program. With the implementation of the National Aboriginal Education Policy from 1 January 1990, NALP funds have now been transferred under the Aboriginal Education Assistance Act. Under this Act, funds for educational activities relating to Aboriginal languages are guaranteed until the end of 1992.

Since the program started in 1987-88, well over 200 applications have been received, totalling over $8 million. NALP currently assists ninety Aboriginal languages, with over 5,000 people benefiting directly or indirectly. The majority of funded projects are in schools and Aboriginal communities (managed by community councils or other community organisations). Regional Aboriginal language centres in the Northern Territory, Western Australia and Queensland are also supported through NALP. Appendix 4 provides a summary of grantees under NALP, with the languages which each program supports.

The NALP was the subject of an external review, completed in January 1990. Section 5.2 examines the review in some detail.

4. The Australian Advisory Council on Languages and Multicultural Education

The Australian Advisory Council on Languages and Multicultural Education (AACLAME) was established in March 1988 as part of the package of measures introduced by the Government to implement the NPL. Its functions are to coordinate language policy and program activities and to provide a Commonwealth reference point for multicultural education in Australia.

AACLAME's Operating Budget was $190,000 in each of 1987-88 and 1988-89, and $200,000 in 1989-90. Its Operating Budget meets the costs of all its activities, including meetings, consultations, consultancies and grants, and publications. Appendix 6 gives an overview to date of AACLAME's expenditure.

This section examines in detail AACLAME's terms of reference, membership, organisation, and activities to date, including consultancies, grants, publications and contribution to policy-making and debate.

4.1 Terms of Reference

The terms of reference of AACLAME are to:

1. advise the Minister for Employment, Education and Training on the implementation and effectiveness of the National Policy on Languages and on multicultural education.

2. monitor the effectiveness of the National Policy on Languages program components.

3. act as a forum for discussion on national needs and priorities relating to issues in languages policy and multicultural education.

AACLAME addresses its terms of reference through a range of processes. With regard to the first term of reference, AACLAME makes recommendations to the Minister both on guidelines for NPL programs and on how program funds should be allocated each year. These recommendations are the result of consultation with relevant bodies, analysis of needs and priorities, and analysis of the effectiveness of previous activities. In addition, AACLAME has commissioned external evaluations of NPL programs, stimulated reviews, and contributed to public inquiries of many varieties, making available to the Government its views on these matters.

The effectiveness of program elements (second term of reference) is measured both formally, through formal processes of reporting, review and evaluation (see Section 5) and informally through discussion and liaison with interest groups and those responsible for projects.

Given the wide scope of the NPL, AACLAME has adopted a range of ways of keeping the interested public aware of its work and of consulting with key groups on matters of importance, thereby meeting the objectives of its third term of reference. It consults and liaises with government, non-government and peak professional organisations through its reference groups and sub-committees (see Section 4.3, Appendix 7 and Appendix 8), and through special purpose and general issue national consultations. Its grants and consultancies and some secretariat activity lead to an increased information base for use by administrators, policy-makers and decision-takers (see Section 4.5). It has produced several publications, including the journal, VOX, a newsletter, Update, and its Occasional Papers (see Section 4.6). It has also made submissions to a number of Commonwealth and State bodies which are in the process of preparing reports involved directly or indirectly with languages policy or multicultural education.

4.2 Membership

AACLAME has 12 members, including the Chairman, who have been appointed until December 1990. Members have been appointed in their own right, because of their knowledge and experience of languages policy and multicultural education issues, and not as representatives or delegates of particular interest groups or organisations.

The members of AACLAME are:

Joseph Lo Bianco (part-time chairman)	Formerly Counsellor to National Board of Employment, Education and Training. Now Director of Languages Institute of Australia. Interested in all languages policy and multicultural education issues.
Dr Helen Andreoni	Senior Lecturer, Department of Aboriginal and Multicultural Studies, University of New England. Nominee of Minister for Immigration, Local Government and Ethnic Affairs. Particular interests in multicultural education and language teaching at all levels.

Mr Garth Boomer	Associate Director-General (Curriculum), South Australian Department of Education. Particular interests in English.
Mr Martyn Cove (from January 1990)	Executive Director Education Programs, Tasmanian Department of Education. Particular interests in Asian languages and Asian studies.
Dr Ken Eltis	Director of Curriculum and Educational Programs, NSW Department of School Education. Nominee of the Australian Education Council. Particular interests in teacher development, languages teaching at all levels and ESL.
Dr Stephen FitzGerald (till September 1989)	Chairman, Asian Studies Council. Particular interests in Asian languages and Asian studies.
Ms Cathy Hickey	Independent Teachers Association of NSW. Nominee of the Australian Council of Trade Unions. Particular interests in English and teaching languages in schools.
Mr Robert Kelly	Company Secretary and General Counsel, George Weston Foods. Nominee of Business Council of Australia. Particular interest in the language training needs of industry and commerce.
Ms Roslyn McLeod	Managing Director, Tour Hosts Pty Ltd. Nominee of Minister for Arts, Sports, Environment, Tourism and Territories. Particular interests in interpreting, translating and other language services required by the tourism industry.
Mr Noel Simpson (till January 1989)	President, Australian Council of Adult Literacy. Particular interests in adult literacy, adult education issues and English teaching.

Professor Ross Steele	Department of French Studies, University of Sydney and President of the Applied Linguistics Association of Australia. Particular interests in languages in higher education.
Dr Heinrich Stefanik	Federation of Ethnic Communities Councils of Australia. Particular interests in multicultural education and language teaching at all levels.
Mrs Kathleen Trimmer	Nominee of the Minister for Aboriginal Affairs. Particular interests in Aboriginal languages, and interpreting and translating.
Ms Julia Zimmerman (appointment pending)	Vice President, Australian Council of Adult Literacy. Particular interest in adult and vocational literacy and access and equity issues in post-compulsory education and training.

A representative of the Office of Multicultural Affairs (OMA) attends all full AACLAME meetings as an observer.

4.3 Organisation

AACLAME is serviced by a small secretariat based in Canberra in the International Division, Department of Emloyment, Education and Training. The Executive Director was Dr Anny Stuer until 25 January 1990.

AACLAME meets four times a year to discuss issues of general interest to the Council. In addition, members participate with invited representatives of interested organisations in various standing sub-committees, known as Reference Groups, and in special purpose sub-committees and assessment panels. These groups meet as necessary and are purely advisory bodies to AACLAME. They do not have the power to incur debts, commit funds, or make statements or decisions on behalf of AACLAME without its approval.

4.3.1 Reference groups

Reference groups are pools from which people can be drawn to provide the Council with specialist advice on matters which come before it. They also have an on-going role to monitor policies and programs which are linked to the goals of the NPL.

As well as providing pools from which particular issue sub-committees can be formed, the role of the reference groups is to:

- monitor government policies and programs and other developments which impact on the achievements of the goals of the NPL;
- bring to AACLAME's attention and advise on fundamental matters pf principle relating to the goals of the NPL which need to be addressed;
- bring to AACLAME's attention and advise on particular issues which need to be addressed.

For membership of all Reference Groups, see Appendix 7.

4.3.2 Sub-Committees

Sub-Committees are formed when some or all members of a Reference Group are invited by the Council to address a particular issue which is before it. The role of the Sub-Committees is to assist AACLAME by:

- undertaking in-depth investigation/examination of matters referred to them by the Council, including reviewing the operation of programs funded under the NPL;
- preparing associated reports, position paper, recommendations and other documents such as guidelines for the operation of programs funded under the NPL and selection criteria for assessing funding proposals, for AACLAME's consideration;
- undertaking consultations with relevant groups or individuals in connection with matters referred to them by AACLAME.

Appendix 7 also identifies the members of the sub-committees.

4.3.3 Assessment Panels

The task of Assessment Panels is directly related to the operation of programs funded under the NPL. Appendix 7 contains a list of Assessment Panels and their membership.

The role of the Assessment Panels is to assess and make recommendations to AACLAME on submissions for funding under programs funded under the NPL.

Set up in consultation with the area of DEET responsible for administering the program, Assessment Panels are chaired by an AACLAME member. All Assessment Panel recommendations must be submitted to and endorsed by AACLAME prior to consideration by the Minister.

The activities of Reference Groups, Sub-Committees and Assessment Panels are described in detail in Appendix 8.

4.4 Consultancies and grants

Since its inception, AACLAME has used some of its Operating Budget t support several projects which are in tune with the goals of the NPI but which could not otherwise readily be incorporated within existir NPL programs. Some projects increase our knowledge of particular language issues or our data base relating to language use. Other projects facilitate communication among different groups.

Table 8 summarises the grants and consultancies supported by AACLAME

Table 8: Grants and consultancies supported by AACLAME

Project title	Consultant/ Grantee	Cost	Purpose	Current status
OECD/CERI Education and Cultural and Linguistic Pluralism Project: Case Studies in Schools (1)	Mary Kalantzis & Bill Cope, University of Wollongong	$50,000	To study innovative strategies which have resulted in particularly successful forms of education for children of immigrants & ethnic minorities. Part of an international study	Report completed In press
1986 Census Research Project (2)	Michael Clyne, Monash Uni	$9,770	Using 1986 Census data, analyse language use & language shift between generations	Analysi completed Published in AACLAM journal, VOX 1 & 3

Project title	Consultant/ Grantee	Cost	Purpose	Current status
ABOUT LEARNING TV series (3)	National Education Committee of UNICEF	$5,000	To contribute to preparation of detailed budget for series & preliminary work on scripts about learning in different cultures & languages around the world	Work for which grant allocated complete. Project on-going.
Melanesian Literacy Project (4)	Darrell Tryon, ANU	$5,950	To collect & analyse statistics on extent of illiteracy in Melanesia in preparation for launch of ILY in Melanesia	Report completed Published as AACLAM Occasional Paper No. 2. Has led to a major Australian aid activity tackling illiteracy in Melanesia
UNESCO Young People's Project (5)	Co-sponsorship with Australian National Commission for UNESCO & Asian Studies Council	$10,000	To contribute to strengthening language component in educational twinning of Australian schools with schools in other countries	Grant contributed to consultancy fee travel & admin costs & school grants

Project Title	Consultant/ Grantee	Cost	Purpose	Current Status
Review of relationship between international trade & language competence (6)	David Ingram & John Stanley Brisbane CAE	$20,000	To provide detailed examination of directions of Australian economy & range of language skills required as result; determine range of situations where knowledge of language assists trade; determine language needs of sectors of Australian economy	Final Report submitted To be published
Subtitling of educational videos (7)	Australian Caption Centre	$15,000	To provide a teacher education booklet on the use of subtitles on educational videos, particularly for the hearing impaired	Project not yet complete

4.5 AACLAME's contribution to debate and policy-making

AACLAME has contributed to debate in a number of fora relevant to higher education, schools and business and industry. It has presented submissions to:

- the Minister for Employment, Education and Training in response to the Green Paper on Higher Education (available in AACLAME's Occasional Paper Number 1);
- the Inquiry into Asian Languages and Asian Studies in Higher Education (chaired by Professor Ingleson) (available in AACLAME's Occasional Paper Number 1);
- the inquiry into higher education by the Senate Standing Committee on Employment, Education and Training;
- the Advisory Council on Multicultural Affairs in the development of a National Agenda for a Multicultural Australia;

- the Working Party for a NSW State Language Policy;
- the Working Party on Post Secondary English Language Training;
- the Employment and Skills Formation Council of the National Board of Employment, Education and Training (NBEET) on Industry Training in Australia: the Need for Change;
- the Schools Council of the NBEET, commenting on its issues paper on teacher quality;
- through the Minister for Employment, Education and Training, to the Australian Education Council on the role of language education in schooling, in the context of the Strengthening of Australia's Schools and the development of the National Goals for Schooling;
- Aboriginal Education Branch of DEET, relating to the role of languages in a National Aboriginal Education Policy;
- the Inquiry into Tourism and Hospitality;
- the Inquiry into Exporting (chaired by Professor Helen Hughes);
- the inquiry by the Department of Immigration, Local Government and Ethnic Affairs into language services.

These papers address diverse language and multicultural education issues, as appropriate to the context. Nevertheless, common threads emerge. Some key themes are:

- ways in which improved and expanded languages and multicultural education programs both in schools and higher education institutions can contribute to Australia's future social and economic development;

- the need to teach a wide range of languages other than English, reflecting Australia's economic, scientific, cultural and international needs, its geographic location and its diverse community needs. This can best be done by developing language programs at all age levels to suit the level of competence of the learners, whether they are "new" learners (ie native speakers of English or another language, learning second or third languages) or "native speakers", who use the language to varying levels of competence at home and in their community. Thus, although most students will take at least one of the languages of wider teaching (defined by the Lo Bianco report as Arabic, Chinese, French, German, Modern Greek, Indonesian, Italian, Japanese or Spanish), there is scope for maintaining and developing other key languages already spoken within Australia, and for targeting other languages of national or international significance, such as Russian. Other languages are available, with the greatest choice being provided through the Ethnic Schools Program.

- that language education is fundamental to all education. Speakers of languages other than English should have the opportunity where possible to learn this language and to learn through this language within their schooling.

- school and tertiary language programs need to extend the language knowledge which many students are able to bring to the classroom;

- in language programs at all levels, quality and continuity of teaching and learning are paramount. All students, regardless of academic ability or level of schooling, should have the opportunity to participate in high quality language learning programs, either in face-to-face learning or in distance education modes;

- pre-service programs for professionals and para-professionals should all include core content on multicultural awareness and cross-cultural skills;

- the need for up-graded translating and interpreter training programs and improved teacher training opportunities for teachers of English and other languages;

- there is considerable scope for improving the quality and relevance to the modern world of language teaching programs at all levels by strengthening their practical component;

- while there is a role and need for high-level specialist language courses related to particular disciplines, these should be carefully targeted and of high quality;

- within higher education, there is a need for a number of changes. For example, there should be greater flexibility in degree structures to allow more students to combine language studies with another specialisation; institutions should be encouraged to include languages and multicultural education as part of their educational profiles; because of the small numbers of potential students in many languages, methods of rationalising some offerings through distance education mechanisms should be implemented; all institutions should offer English language support for study skills, particularly to students of non-English-speaking background; bilingual people should be actively recruited into techer training programs; and recruitment practices for language staff should reflect the practical requirements of their positions.

- language and literacy education in both English and other languages are fundamental to successful economic restructuring;

- there is a need for rationalisation or greater coordination between language education programs in the adult education sector, particularly in the area of advanced-level teaching in English as a second language.

- formal education provisions in English and other languages must be supported by well-developed language services, particularly through libraries and the print and electronic media.

In addition to these formal submissions, AACLAME has circulated discussion papers on language testing, the possible creation of a National Institute of Languages, principles for multicultural education, and mechanisms to ensure continuity in language teaching in Australian education.

AACLAME has also made representations to the Minister for Employment, Education and Training on the need for a review of the Ethnic Schools Program, suggesting some possible ways of improving it, and to request additional funding for the ESL Program and the National Aboriginal Languages Program.

4.6 Publications

A key mechanism used by AACLAME to address its third term of reference (see Section 4.1) is its publications. These include a journal, a newsletter, and occasional papers.

AACLAME's journal, VOX, is aimed at a non-specialist audience of educators, academics and administrators with an interest in languages policy and multicultural education issues. It includes short commentaries on relevant recent developments in Australia and overseas, as well as longer contributed articles on a range of topics.

VOX has had three issues, with a fourth and fifth "in press" in May 1990. It is anticipated that there will be at least one further issues before AACLAME's current term of office expires. An attractive, high quality publication, VOX has been very well received, both in Australia and overseas, and has made a significant contribution to the community's positive perceptions of Australia's National Policy on Languages. With a print-run of 3,500, VOX is distributed free, although there is scope for selling it in the future if the administrative problems associated with recouping subscriptions could be overcome.

The newsletter, Update, provides brief information on program implementation details of the NPL. Issued on an ad hoc basis, there have been two editions, with a third planned for July 1990.

AACLAME's Occasional Papers provide it with a low-budget mechanism to publish the results of its commissioned research and those of its submissions considered to be of wider general interest. Occasional Paper Number 1 contained AACLAME's submissions to the debate arising from the "Green Paper" on Higher Education and the Inquiry into Asian Languages and Studies in Higher Education, as well as a discussion paper on a national institute of languages. Occasional Paper Number 2 contained the Tryon report on Melanesian illiteracy, while Occasional Paper Number 3, entitled Adult Literacy Action Campaign: Projects around Australia, contains a summary of state and territory adult literacy projects funded under the ALAC.

In the future, AACLAME anticipates that all reviews of NPL programs and all commissioned research papers will be published as part of the Occasional Paper series. In-house research may also be published through this mechanism.

AACLAME also publishes other material as desired. Two pamphlets are currently being prepared on bilingual education, one directed to parents with the other directed to language teachers, education systems and school administrators. Other publications which will appear shortly are the three research papers on aspects of bilingualism which form the background to these two pamphlets, the Ingram/Stanley report on the relationship between international trade and language competence, and the Kalantzis and Cope report of case studies in schools (part of the OECD/CERI Education and Cultural and Linguistic Pluralism Project).

4.7 Surveys and data collection

During 1989, AACLAME's secretariat conducted two major surveys on behalf of the Council. The first is a survey of the number of students in 1988 in primary and secondary schools studying a language other than English. The second is a survey of the number of students in higher education institutions enrolled in and completing at least one unit in a language other than English in 1988, as well as a survey of unit intensity, focus of units and target groups. It is anticipated that reports on both will be published during 1990 as part of the Occasional Paper series. Both reports provide benchmark figures against which to quantify the effectiveness of the NPL in raising community consciousness of the importance of a knowledge of languages other than English. Section 6.3.3 provides a very brief summary of some of the major findings of the two surveys.

In addition, the secretariat collects and collates annual enrolment statistics in all languages at Year 12 level, thereby facilitating analysis of trends in language learning.

4.8 Development of terms of reference for reviews/ evaluations

AACLAME has played a major role in the establishment of several reviews/evaluations relevant to languages policy issues. With the assistance of its Reference Groups, it developed or contributed to the terms of reference for the reviews of ALAC, NALP and ASLLP (see Section 5 for further details). AACLAME has also put forward the case for a review of the Ethnic Schools Program, including suggested terms of reference.

The Review of Modern Language Teaching in Higher Education was developed by AACLAME, in consultation with DEET's Higher Education Division, in response to a specific request from the Minister for Employment, Education and Training and the Prime Minister. Jointly funded by the Languages Institute of Australia (LIA) and the national level component of ASLLP, it is expected to cost $359,200.

Modelled on the Discipline Reviews conducted in other major discipline area such as engineering, accounting, law and maths and science teacher education, the purpose of this review is to investigate the current situation of modern language teaching in higher education, with a view to identifying or developing models for best practice and defining what pedagogical and other changes may be necessary in order to meet Australia's language requirements. The review will produce a coordinated plan for efficient, effective and high quality language teaching in the higher education sector, and identify the balance and range of language programs reuqired to meet these purposes. It will complement but not duplicate work carried out by Professor Ingleson in the Inquiry into Asian Languages and Asian Studies in Higher Education, completed in December 1988.

This review started in mid-February 1990, and is expected to be completed within twelve months. It is being conducted by a panel of three: a full-time Director (Professor Barry Leal, Deputy Vice Chancellor, Macquarie University) and two half-time panel members (Dr Camilla Bettoni, Senior Lecturer, Department of Italian, Sydney University, and Dr Ian Malcolm, Head, Department of Language Studies, Western Australian College of Advanced Education). AACLAME has also advised on the structure and membership of the Advisory Committee to the Review.

4.9 Conferences

During 1990 and 1991, AACLAME has hosted or is planning to host several seminars or conferences with broad implications for languages policy. They are:

. "Review Seminar: NPL - the Next Decade".

Conducted on 28 March 1990, this seminar of AACLAME members and invited participants from education systems and key peak professional organisations identified directions and priorities for the NPL in the future and developed implementation strategies for priority programs during the NPL's second term.

. "Language is Good Business: The Role of Languages in Australia's Economic Future" conference.

This conference will examine language needs in those areas which are of critical importance to Australia's economic performance domestically and in overseas markets; evaluate the degree to which those needs are currently met; and outline strategies for capitalising on Australia's linguistic and cultural resources to promote development in industry, trade and business.

The conference will be held at the Lakeside, Canberra, 3-5 October 1990. Participants will be drawn from the public and private sectors and will represent business, trade, tourism, the unions, and educators and other groups with an interest in language training.

. "OECD Centre for Education Research and and Innovation (CERI): Education and Cultural and Linguistic Pluralism Project (ECALP) conference.

AACLAME has made a successful bid for Australia to hold the OECD/CERI ECALP Conference which will disseminate the findings of the international OECD/CERI ECALP project on innovative school projects for the children of immigrants and ethnic minorities. It will also explore the policy implications of those findings for members of the OECD. It is expected to be held in March 1991 in Sydney.

From the Australian perspective, this conference will be a follow-up to the consultancy, referred to in Section 4.4, undertaken on behalf of AACLAME by Dr Bill Cope and Ms Mary Kalantzis. It will bring together all the international participants in the study. In the Australian component of the project, Cope and Kalantzis conducted case studies of six schools with exemplary multicultural education strategies and prepared a research report on their findings.

This report has been completed and was presented at an OECD/CERI Conference on the project in Reggio Emilia, Italy, in December 1989. It is to be published by Falmer Press, London, in 1990.

Other conferences/workshops/consultations hosted by AACLAME have been:

- the national consultation on adult literacy in Canberra in August 1988, bringing together representatives of adult literacy providers and the Australian Council for Adult Literacy to discuss implementation and priorities for the Adult Literacy Action Campaign

- the Distance Education Workshop in Adelaide in February 1989, bringing together representatives of education systems to discuss strategies for collaborative development of language teaching through the distance education mode

- the national consultation on ESL learner assessment in Canberra in August 1989, bringing together representatives of all education systems and interested peak bodies with specialists in the field of language testing to discuss a possible national project on ESL learner assessment

- the national consultation on multicultural education held in September 1989, bringing together representatives of education systems to discuss principles and practice of multicultural education in Australia.

- Workshop on the Professional Development of Teachers, 26 February 1990, Canberra, bringing together representatives of teacher training institutions and education systems to discuss needs and priorities in language teacher education

AACLAME members, and particularly its chairman, have been invited to deliver papers at institutions or conferences or to chair conferences/seminars/workshops. A detailed list of these is at Appendix 9.

4.10 Effectiveness of AACLAME's activities

Although it has a disparate membership reflecting diverse professional and community backgrounds, and a very wide brief, the AACLAME has cohered and worked well as a team. Its primary goal has been to promote the importance to Australia of sound languages policy and languages programs as tools for social justice and economic efficiency and competitiveness. In this it seems to have succeeded, at least to a certain degree. A key feature of the successful work which has been done so far is AACLAME's ability to direct program funds in line with its policy advice. Nevertheless, the major improvements in language education in Australia which are underway will need on-going attention to produce lasting change.

AACLAME has taken a pro-active role in a number of issues. This has resulted in the establishment of the Languages Institute of Australia, the setting up of the Review of Modern Language Teaching in Higher Education, doubled funding in 1990-91 for NALP to the same level as in 1989-90, and national collaboration and consultation with groups involved with adult literacy, ESL, multicultural education, distance education for languages, and professional development of teachers. AACLAME has sponsored some important research, and through its publications, has attempted to raise the profile of language education in Australia, as well as the profile of Australia overseas as an enlightened society with regard to languages policy.

The multicultural education prong of AACLAME's name has been less well served than languages policy, largely because of the relative lack of program funds. The research conducted by Mary Kalantzis and Bill Cope (see Section 4.4 and Section 4.9) will demonstrate to Australia and the world that, despite considerable gaps, Australia is in many respects a world leader in the education of the children of immigrants. The set of principles for multicultural education developed and endorsed by AACLAME should prove a useful tool for policymakers and program developers in the future.

4.11 The future

AACLAME is scheduled to complete its current term of office on 30 December 1990, some six months before the completion of most NPL programs. Given its close association with program implementation and review, it is considered essential that AACLAME's life be extended, with its current membership, to 30 June 1991.

There is, however, an on-going need for a national policy on languages and for national coordination in this area. The neglect of language teaching in Australia over many decades cannot be addressed in a brief period of three years. Nor does the completion of a few language programs obviate the need for an advisory body to Government. Section 6 will argue that language skills in both English and other languages will play an integral role in Australia's future economic, social, technological and cultural well-being. The experience of AACLAME as national coordinator of language policy developments and language education has shown that there is a need to ensure the Council's brief is extended for a further term, at least until 1994-95. It would also be desirable to have some continuity in membership. (See Recommendations 2 and 3 in Section 7.)

5. Reviews and evaluation of NPL programs

Consideration of the merits of continued funding for the NPL must rest on an evaluation of the effectiveness of those programs for which further funds are sought, as well as an assessment of future needs and priorities. This section examines those reviews which have been completed, while Section 6 considers directions and priorities for possible future funding.

External reviews have been completed for three NPL programs: ALAC, NALP and ASLLP.

5.1 Evaluation of the Adult Literacy Action Campaign

An evaluation of the ALAC was commissioned in September 1989 and completed in January 1990. It was conducted by Ernst and Young Management Consultants of Canberra. Their brief was to assess the extent to which the ALAC had met its objectives and to advise on the need for continued Commonwealth funding for adult literacy.

The evaluation found that in all States/Territories, ALAC funds met their objectives, leading to:

- the development of increased skills in communication, literacy and numeracy;
- greater and enriched participation in society by adult literacy students; and
- their improved economic participation in society.

These benefits were the result of expanded course provision, support for relevant and much-needed research, the development and acquisition of innovative course material and equipment, increased curriculum development and staff development funded by the ALAC.

The evaluation found that ALAC funds contributed in particular to learning opportunities for those who would not have otherwise enrolled in TAFE, particularly isolated and disadvantaged groups.

The increased focus on adult literacy as a result of ALAC helped some states develop stronger, better funded programs for adult basic education and literacy. In at least two states there is strong evidence that ALAC has been effective as a seeding program, leading to an increase in recurrent State funding which would probably not have otherwise have been provided.

Another key but controversial finding of the evaluation was that, despite the success of existing programs, they are still in some cases at least partially dependent for their effectiveness on the additional unpaid effort of volunteer tutors. In most states, volunteers are deliberately used as an alternative mode of delivery. However, the reviewers considered this to be problematical, as they see professional paid staff as vital to the continuing development of adult literacy provision. The evaluation concludes that heavy reliance on volunteer effort is ultimately inefficient and impedes effective planning. The reviewers considered that this practice tends to perpetuate the ad hoc nature of adult literacy provision, and interpret it as a "welfare" issue rather than a serious economic and social problem. However, there are some compelling reasons to use volunteers in adult literacy programs, such as greater community awareness/involvement, positive impact on community development, and benefits arising from the community taking on some of the responsibility for addressing what is essentially a community problem. Therefore, the use of volunteers in adult literacy programs, supported by more rigorous training and professional support for volunteers, should be one of a range of program delivery options.

With regard to the need for continued Commonwealth funding, the conclusions of the evaluation were unequivocal.

> "...given that the incidence of illiteracy in this country is cause for concern, continued Commonwealth funding is essential if at least the existing level of programs is to continue." (Executive Summary, p. 7)

Nevertheless, the evaluation found that ALAC funds (in conjunction with other provisions) were insufficient to satisfy all the present needs for adult literacy provision. Section 3.1 above quoted the findings of the first national survey of the incidence of literacy problems, that between 10% and 25% of the adult population in Australia have literacy levels insufficient to allow them to function effectively in society. Changes in policy relating to the focus of the Adult Migrant Education Program, and general trends towards award restructuring and

multiskilling will lead to demands for higher levels of skills and literacy. Adults affected by these changes must have adequate literacy skills before they are able to participate effectively in vocational training programs or be readily redeployed.

The evaluation recommended that future Commonwealth funding should be directed to innovative pilot projects and projects of national relevance. Commonwealth funds should also be contingent on strengthened accountability, the collection of reliable statistics and on-going evaluation for each project funded.

AACLAME supports the findings of the review and argues that adult literacy should receive on-going Commonwealth funding. It has developed a National Literacy Program (see Section 6 and recommendation in Section 7) to provide Commonwealth support for a planned national approach to literacy development at all levels of schooling and in adult education programs.

5.2 Review of the National Aboriginal Languages Program

A review of the NALP was undertaken between September and November 1989, with its report submitted in January 1990. The review was undertaken by Bryn Roberts of Pitman Roberts Business and Project Development consultants of Perth, and Lynette Riley-Mundine, coordinator of Aboriginal Education programs at the University of New England.

The reviewers were asked to:

- assess the achievement of NALP objectives by reviewing selected NALP projects. Matters examined included:
  - identification of the number of languages which have benefited from the program; and
  - assessment of the growth in the number of Aboriginal people gaining a greater awareness or detailed knowledge of, or greater access to, Aboriginal languages.
- identify factors contributing to the success or otherwise of the NALP, including administrative procedures (for example, selection procedures and monitoring), and educational and linguistic factors, such as targeting of activities appropriate to the state of the language and the language maintenance needs of the community;
- examine the extent to which NALP-funded projects complement each other and other Aboriginal education programs.

The Review involved consultations with nearly 200 people in thirty-five Aboriginal and non-Aboriginal organisations and communities in Western Australia, South Australia, New South Wales, Queensland and the Northern Territory.

Concentrating on 1988-89 NALP funds, the Review Team found that 56% of 1988-89 funding went to Aboriginal communities and regional language centres, 20% went to State schools, 5% to independent Aboriginal schools and 2% to Catholic schools. The remaining 17% went to institutions, private companies and individuals.

Ninety one Aboriginal languages were assisted by NALP in 1988-89, with over 5,000 people benefiting directly or indirectly.

The review team found that it was too early to assess the achievements of most individual programs funded under NALP. However, they were very positive about the overall benefits of the program, concluding:

> "NALP has given many groups the opportunity and encouragement to set in motion a process where the serious neglect of Aboriginal languages can be redressed. This is invaluable and the educational, linguistic and cultural potential is enormous. But it is even more than this. Language is the key to a person's culture, and culture is the very essence of a person's identity." (Executive Summary of NALP Review, p. 3)

In addition to the quantitative achievements of the NALP discussed above, the reviewers identified the following qualitative achievements:

- the development of a range of educational and linguistic materials in a variety of languages;
- a greater recognition by teachers of the linguistic difficulties faced by children arriving at school without English;
- increased levels of pride and confidence in children associated with language learning and the improved status of their traditional language;
- increased levels of community participation in language projects;
- greater community support for local schools;
- greater opportunities for cross-cultural learning;
- greater appreciation of Aboriginal languages and cultures by non-Aboriginal people.

Increased student retention rates at schools offering NALP-funded projects was a quantitative measure of NALP's success, entirely in keeping with the goals of the National Aboriginal Education Policy, issued by the Commonwealth Government in 1989.

The Review Team argued that, in relation to language, the implementation of the Aboriginal Education policy will need to be guided by the following:

- with reference to the NPL, the development of a National Aboriginal Languages Policy by 1992;
- the establishment of expert language education advisory groups within each of the education systems and at each level of education;
- the need to acknowledge the importance of community initiated and controlled projects;
- the need to reiterate the principles of the NPL as far as they relate to Aboriginal languages;
- the need for the establishment of regional Aboriginal language centres.

The reviewers concluded that continued development of Regional Aboriginal Language Centres would strengthen the achievements of the NALP. These centres are seen as the key to the national development of Aboriginal language education projects in the future. It seems that many of the current difficulties experienced by school and community language education projects could be alleviated by developing the existing regional language centres and establishing four others to form a national network. They suggest that fourteen regional language centres should be supported, with representatives from each forming a national body to develop a National Aboriginal Languages Policy. Section 6 amplifies the potential role of Regional Aboriginal Languages Centres and formulates a revitalised NALP for future funding, based on the findings of this review.

5.3 Review of the Australian Second Language Learning Program

A review of the ASLLP was commissioned in January 1990, for completion in March 1990. The review was undertaken jointly by Mr Amos Dixon, retired Director of Curriculum from the Queensland Department of Education, and Dr Anne Martin, Head, Department of General Education at the South Australian Institute of Technology.

The purpose of the review was to:

- identify necessary or desirable adjustments to on-going national-level and system-level activities under ASLLP; and

- see whether these adjustments warrant additional funding in 1991 and possible further funding from 1992.

The reviewers found that the ASLLP has been very well received by education systems, and appears to have had a "highly positive" effect on language teaching across the country. The range of initiatives funded is very diverse, with many of them having an immediate impact at school level. They found general consensus in the field that both the NPL and the ASLLP have made a major contribution to raising the profile of language learning in Australian schools.

A major concern raised by the reviewers is that the period of funding has not been sufficient to ensure consolidation of this improved status for languages, nor, indeed, to enable many of the projects seeded to achieve measurable outcomes. This is primarily because the lead-time for planning and implementing high quality programs is longer than ASLLP's current time-line provides. There is thus a real risk that the impetus generated under ASLLP will be quickly dissipated if funding ceases in 1991. This is a source of concern to most people interviewed by the reviewers, and their recommendations reflect this concern.

The Report of the ASLLP Review makes a number of detailed recommendations. It recommends that the ASLLP continue for a further three years, with funding based on the 1989 provision, indexed for inflation. Expenditure under Stage Two of the General Element should be linked with strategic plans for language teaching produced by systems or associations. Expenditure under Stage Two of the National Element should be linked to a three-year strategic plan for national developments in languages, drawn up with reference to the NPL, and in national consultation with education systems. In preparing the strategic plan for the National element projects, major projects not already completed should be further supported, to enable them to achieve their stated goals.

An important component of the National element in the future should be the establishment of an Exemplary Programs and Materials project, in order to identify and document exemplary programs and materials for language learning and teaching and for professional development, to stimulate and support the establishment of teacher networks and to disseminate the information obtained. Outcomes should be published and distributed.

The reviewers also advocate additional funding for teacher development activities, the development of a central strategic plan for the program which would allow appropriate time for planning and consultation, and the implementation of tighter record-keeping and accountability procedures.

The Review Team raised a number of issues for further consideration, including:

- the balance between the national and general elements, between languages and between initiatives at primary and secondary level. A renewed ASLLP should reflect current needs and priorities;

- the desirability of establishing closer links between projects funded under the national element and the general element;

- the possibility of bringing all Commonwealth funding programs in languages other than English together under the one coordinating body;

- the appropriateness of maintaining guaranteed proportional funding to systems on the basis of enrolments, rather than funding on the basis of agreed performance criteria.

- whether the Commonwealth should be asked to support the mainstreaming of language education by earmarking funds within the recurrent grant to systems, or establishing a special funding "bucket" as has been done for ESL.

The Review Team suggested that priority areas under the program in the future could include language teacher supply, recruitment and retention, activities ensuring the consolidation of initiatives seeded under the program in the past, the use of cluster teaching arrangements, strategies for mainstreaming language teaching at primary level with respect to staffing and integration into the primary curriculum, and strategies for strengthening language provisions at secondary level.

AACLAME supports the findings of the ASLLP Review and argues that the program should be extended until the end of 1994-95 (see Section 6.3.3.1 and recommendation 11.)

5.4 Reviews of other language programs

The ESL Program was last reviewed by Professor J Campbell and Dr M McMeniman on behalf of the Commonwealth Schools Commission (then responsible for administering the program) in 1984. There has been no evaluation of the effectiveness of the NPL-funded component of the ESL Program, which makes provision for eligible students to have up to one year's intensive ESL teaching. Given the scale of the ESL Program, it should be evaluated on a regular basis, perhaps every five years.

AACLAME therefore recommends that $100,000 be made available in 1990-91 to undertake a full review and evaluation of the ESL Program. This should be preceded by a major effort to obtain common and agreed systematic descriptions of learning and proficiency, which might, for example, be developed in consultation with the South Australian Student Needs Assessment Project (SNAP).

There have been several new developments and reviews of adult ESL programs. As a result of the report of the Committee to Review Australia's Immigration Policies, the Adult Migrant Education Program has a new National Plan for the period 1990-92, which identifies new directions and priorities, including a greater emphasis on provisions for migrants in Australia for less than five years and who are in the workforce. Concerns that this reorientation will lead to a major gap in provision for many potential clients has led to the establishment of a Working Party on Post-Secondary English Language Training. This Working Party is expected to make recommendations which will improve the integration of existing English language provisions for adults.

Other recent reviews include the review of the English in the Workplace Program (completed in 1989) and the Department of Immigration, Local Government and Ethnic Affairs review of interpreting and translating services.

A condition of funding under the Commonwealth Key Centres Program is that key centres be reviewed at the end of their first three years of operation. This will apply to LIA.

AACLAME has already decided that a review of MACSP be carried out at the end of 1990, using funds from its 1990-91 allocation. This should include a review of those multicultural education programs funded under the National Priority Reserve Fund program in 1989-90 and 1990-91.

An evaluation of the Japanese, Chinese and Indonesian curriculum projects funded under the Asian Studies Program was recently completed by Professor David Ingram of Griffith University. The evaluation was to include an assessment of:

- suitability of the curriculum materials produced for use in the classroom;
- the conformity of the language curricula with the Australian Language Levels (ALL) guidelines;
- teacher and student acceptance of the draft materials;
- progress towards completion of the task.

The evaluation found that there were "serious deficiencies" in all of the materials, particularly in relation to the issues of language proficiency and the need to address the needs of both native speakers and second language learners, but that they nevertheless have "great potential". The evaluation recommended that work continue on the projects, and that the ALL project materials on which the curricula are based should be used critically as a valuable resource, amended, adapted and supplemented as appropriate. It also provided valuable advice for consideration in the further development of the projects.

During 1990 evaluations will be carried out of the following three Asian Studies Program components: the Asia Wise curriculum project and the Thai and Korean language curricula. The Asian Studies Council has no plans at present for a full evaluation of the Asian Studies Program.

A major task undertaken by AACLAME during 1989 has been consideration of ways to improve the Ethnic Schools Program. This program was "capped" in the 1986 Budget, thereby institutionalising a number of administrative and educational inequities. AACLAME urges that a national review of the Ethnic Schools Program be carried out during 1990-91.

6. National Policy on Languages: Directions and priorities for the future

This section examines the achievements of the NPL in its first two years, identifies areas of need still to be addressed in terms of program implementation, and defines the desirable parameters for future Commonwealth involvement in the National Policy on Languages.

6.1 Achievements of the National Policy on Languages

The summary of NPL programs and overview of reviews and evaluations to date of NPL programs contained in this report have demonstrated that there have been many significant achievements under the NPL. Perhaps the key achievements of the NPL in its first two years are the following:

- substantially increased access to specialised English teaching for newly-arrived children of non-English-speaking background;
- a significant although short-term boost to funding for adult literacy activities, resulting in:
  - improved provisions at state level for adult literacy,
  - growing professionalisation of the field,

- the first nationally-coordinated and detailed data-gathering exercise on the extent of adult literacy in Australia, and

- the first nationally-coordinated research program directed to the needs of adult literacy learners and the community.

. the first Commonwealth-assisted efforts to maintain and develop Aboriginal and Torres Strait Island languages, with many languages and their speakers benefiting from their improved profile, and from research, materials, curriculum and training efforts supported under NALP;

. a significant boost to the teaching of a range of languages other than English in Australia, particularly Asian languages, through the employment of teachers and the development of high quality, nationally-accepted curricula, an assessment framework for languages at Year 12, coordinated activity in professional development, distance education and bilingual education, and a range of locally significant initiatives;

. incorporation of a multicultural and cross-cultural awareness component in the pre-service and in-service training of a number of professionals and para-professionals;

. establishment of the Languages Institute of Australia with the potential to extend and coordinate teaching and research in language issues; and

. national leadership in language policy-making, and raised community awareness of the role of languages in Australia's future social, economic, scientific and cultural development.

In its first two years, the NPL has had a direct impact on the quality of language teaching in Australia, in both English and other languages. It has been the vehicle for increasing the awareness of both the community and policy-makers as a group of the role of language issues in Australia's social and economic development. It has also addressed questions of social justice, educational excellence, cultural diversity and pluralism, and Australia's international and regional connections.

6.2 The case for maintaining the National Policy on Languages

Languages are an enduring and permanently complex feature of human societies. All societies benefit from having clearly articulated and far-sighted languages policies which address full development of their national or official language,

development of sound educational programs to develop other languages of domestic and international significance, and provision of appropriate language services.

A national policy on languages should therefore be an integral and permanent feature of educational, social and economic policy-making in Australia. It is, fundamentally, a policy for maximising Australia's human resources. As human resources change over time, this human resources policy cannot be implemented only once, and then abandoned, without quickly negating the effects of the initial implementation. Australia's economic future relies not just on economic or managerial expertise, but on having the vision to maximise its existing and potential resources through ways apparently unrelated to economics. Australia cannot compete efficiently in the global market-place if it cannot communicate effectively with its clients and competitors. Nor will it gain maximum benefit from its diverse population if it fails to provide ways which maximise the potential of all people to contribute to Australian society and the Australian economy.

But languages policy is much broader than either a tool in economic relations or a response to minority demands. Billingualism and quality language teaching and learning are also defining characteristics of a culturally aware, sophisticated and mature population. The Lo Bianco Report (pp. 44 - 62) describes four social goals which are directly influenced by language. These are:

- cultural and intellectual enrichment;
- equality, addressing the language correlates and determinants of disadvantage and social inequality;
- economics (particularly the use of language skills in employment and in facilitating foreign trade in highly competitive situations); and
- external development, relating to Australia's role in the region and the world.

Australia's language requirements must therefore be met within the framework of a sustained, coordinated and long-term national policy, which is implemented through Commonwealth and State-level programs as appropriate. To do this effectively, all language-related programs should be brought under the aegis of the NPL.

The NPL accords particularly well with the national goals for schooling, articulated in the Hobart Declaration of April 1989 by the Australian Education Council. This declaration stated that as Agreed National Goals for Schooling, the following aims should apply: a knowledge of languages other than English; and knowledge and respect for Australia's diverse cultural heritage.

The Commonwealth's role in the National Policy on Languages should be to:

- provide national leadership and coordination of languages policy and all languages programs on an on-going basis, by identifying changing needs and spearheading new policy and program development;

- support the indigenous languages of Australia through sound language maintenance and language development programs;

- address the on-arrival and on-going English language learning needs of immigrants;

- assist and encourage education systems to implement high quality language programs which meet established goals of economic efficiency, support for cultural pluralism and social justice;

- support initiatives of national significance and national relevance, in particular to reduce unnecessary and costly duplication of activities between systems. A good example of this is the National Assessment Framework for Languages at Senior Secondary Level funded under the national element of the ASLLP, which has permitted centrally developed syllabuses for the assessment of languages at year 12, thereby not only leading to substantial administrative and direct outlay savings, but also improving the general quality of language teaching and assessment at Year 12.

This role derives from the Commonwealth's constitutional mandate for Aboriginal affairs and immigration, its prime responsibility for the economy and external relations, and its declared role in fostering multiculturalism.

It has often been stated that Australia has been more systematic in its development and implementation of the NPL than any other comparable country. Nevertheless, redressing the deficiencies arising from thirty years of neglect cannot be done within a mere three years. It is therefore essential for the Commonwealth to build on the momentum generated in the first two years of the NPL. The reasons for this are amplified in the remainder of this report.

In summary, there are significant gains for both the Commonwealth and th States in the Commonwealth's maintaining the National Policy on Languages, bringing all language programs under the aegis of the NPL and funding language programs at an appropriate level.

6.3 Areas for future development

At this juncture two years after the initial implementation of the NPL, it is important to identify those needs which remain unmet, and those areas which would benefit from future Commonwealth activity. We do this here primarily in the context of the principles for the NPL which were described in Section 2.4.

6.3.1 Development of the Principle of English for All

The principle of English and literacy for all is basic to the NPL. Much activity is already occurring to support this. The Commonwealth's role here derives from its primary responsibility for the economy and the close correlation which exists between economic efficiency in the effective utilisation of resources, and social justice as it pertains to language. Continuation of existing Commonwealth and State programs to improve the teaching of English and literacy work in both schools and the post-school educational sector is essential for the successful development of this principle. However, there are five areas which require additional support.

The first relates to the need for greater coordination in ESL provisions for adults and better integration of adult ESL programs with other education and training opportunities. This is currently being addressed by the Working Party on Post-Secondary English Language Training which is expected to report shortly, with recommendations, to the Ministers for Employment, Education and Training and Immigration, Local Government and Ethnic Affairs. This is relevant in the context of the implementation of the National Plan (1990-92) for the Adult Migrant Education Program, which targets newly arrived immigrants rather than those here for more than five years for places in adult ESL courses. A backlog of unmet needs and demands exists which will probably grow rapidly, given current labour market trends which are displacing many workers from jobs traditionally held by immigrants of non-English-speaking background.

Secondly, there is a need to maintain the highest standards within the English as a Foreign Language (EFL) industry (also referred to as TESOL - Teaching English to Speakers of Other Languages). This industry is both actually and potentially a high growth industry for Australia, with significant foreign exchange earnings. Processes are required, such as accreditation of courses and teacher training, to ensure that Australia's reputation as an English teaching centre of world class is not damaged by the proliferation of programs with poor standards. While new EFL schools and programs must already adhere to Commonwealth guidelines before they can recruit students from overseas, these guidelines do not seem to place sufficient emphasis on quality of teaching and programs. There

is a need for more rigorous guidelines to be developed for the establishment of standards for EFL teacher training in particular. These guidelines should take account of the wide range of teacher training needs required to service the industry.

Thirdly, there is no research facility dedicated to English language teaching and research relevant to the needs of children. The Department of Immigration, Local Government and Ethnic Affairs (DILGEA) funds the National Centre for English Language Teaching and Research at Macquarie University. However, the charter of this centre is the English language needs of adults, quite properly reflecting DILGEA's interests in the Adult Migrant Education Program.

AACLAME therefore recommends that an equivalent centre be established to concentrate on the English language teaching and research needs of children. It should be linked to the Languages Institute of Australia. Funds for this centre could be tagged under the Commonwealth's Key Centres Program, thereby eliminating the need for additional funds. The need for this recommendation was reinforced at a meeting of the Reference Group for the K-12 ESL Coordination Project on 8-9 February 1990.

Finally, there are gaps in the provision for English literacy, both for adults and for school children. The Commonwealth should have a central role in providing national leadership in the teaching of English literacy, both in the schools and in the adult education sector. In response to this gap, the National Consultative Council for International Literacy Year has developed a proposal for continued and increased Commonwealth involvement in the adult literacy sector. AACLAME supports this proposal (see Recommendation in Section 7). A comprehensive National Literacy Strategy should also be developed.

As a contribution to a broader National Literacy Strategy, AACLAME has developed a proposal for a National Literacy Program for schools, in consultation with the Schools Council of the National Board of Employment, Education and Training, and in response to this identified need. This program has the capacity to enhance the effectiveness of the Government's social justice programs, given that highly developed skills in oral and written English are crucial to equity and occupational mobility.

6.3.1.1 Proposal for a new program: the National Literacy Program

AACLAME proposes implementation of the National Literacy Program (NLP), at a cost of $3 million over each of three years, primarily to provide a national focus and coordination to the professional development of Australian teachers in the field of literacy.

It is anticipated that the NLP will be implemented at all levels of schooling, with a significant focus on secondary and upper secondary education. At these levels of education, students are in a position to consider as immediate issues their capacity to cope with the literacy demands of the workforce or of tertiary education.

Implementation of the National Literacy Program

The NLP has seven components:

1. Preparation of National Guidelines for Literacy

   It is strongly recommended that this work take place in consultation with State Directors of Curriculum. Where appropriate, it could draw on existing exemplars such as the Literacy Profiles developed in Victoria and the draft National Guide to Literacy, funded jointly by the former Curriculum Development Centre and the Australian Council for Educational Research.

   In addition, it would be beneficial if continued funding included consultancy fees to enable the Project Officer involved to seek advice from a range of researchers and educationalists in the field. This would support the preparation of a report which would have pertinent and significant application to teachers and systems.

   This project is valuable for a number of reasons:

   - it will provide a comprehensive set of data based on student written work and classroom practice

   - through the exemplars being prepared it supports teachers in making their practice more effective

   - it will provide data which is directly usable by classroom teachers and teachers in training.

2. National Coordination Role for the Initiation, Dissemination and Support for Projects relating to Literacy

   It is proposed that there should be two functions:

   a. The first relates to the need to establish a register of current initiatives, including the areas of mainstream English, English as a Second Language and adult literacy.

b. The second involves coordination and/or support for the proliferation of successful system-level initiatives. This might involve the establishment of a clearing house for the dissemination of ideas or a significant liaison and collaboration role for a team of Project Officers. This component would benefit from liaison with the National Diffusion Centre in the USA, which has a similar function through its "Programs that Work" project.

Point (b) is relevant for activities being undertaken by the Schools Council.

3. Support for professional development activities of the Australian Literacy Federation (ALF).

   Support for professional development activities and projects to enable the participating associations of the Australian Literacy Federation to extend their work in relation to the National Goals of Education.

4. Parent Education Program

   In the International Year of Literacy opportunity to involve parents directly in discussions about literacy and to foster ways in which they may help students achieve higher standards presents itself.

   This proposal suggests two possible ways to support parents' involvement and education and stresses the need to support migrant parents and parents of Aboriginal children.

   a. The first strand is sponsorship of the publication of a series of pamphlets to help parents understand aspects of language acquisition and to provide ideas which they could use in assisting their children improve their reading and writing skills. This work could be contracted to organisations which are already engaged in such work, for example the Primary English Teachers Association in NSW. The pamphlets produced could also be distributed in translation to parents from non-English speaking backgrounds.

   b. The second strand involves the establishment of a pool of funds to be made available to parent organisations and school bodies on application for the specific purposes of educating and informing parents about matters relating to literacy. It would be necessary for criteria to be established to assist bodies in making applications and to maintain some equity over the distribution of money.

This project will further develop a current national level project being funded under the International Literacy Year Program.

5. Support for Investigations of National Significance

This proposal calls for the establishment of a pool of funds to be made available to support projects in areas of need, proposed by Education systems, which are likely to have national significance in the area of literacy development.

The most persuasive criterion for funding such programs should be the connection between the intentions of the program and the guidelines established in the National Goals for Schooling in Australia policy statement. All projects should be dedicated to implementing the intentions of the agreements of the National Goals for Schooling, particularly those referred to in sections 6 and 8.

Particular attention could be directed under this element to teacher development programs which focus on support for specified "at risk" groups.

This proposal is also relevant for activities being undertaken by the Schools Council.

6. Literacy and Language Monitoring, Assessment and Development, including a National Approach to ESL Learner Assessment.

This proposal calls for the establishment of a program of funding to support projects likely to have specific significance nationally in the area of literacy and language assessment. Such programs might include procedures for monitoring student needs and achievement, teacher professional development, and parent communication/ reporting.

Funding could be directed to extending significant projects or programs of assessment of literacy needs and achievements for all students, particularly those which have the possibility of application and implementation nationally. A key part of this component would be the National Approach to ESL Learner Assessment (NAESLA), which has been developed under the auspices of the English For All Reference Group of AACLAME.

The proposal for NAESLA allows a diverse range of new and existing projects in ESL Learner Assessment to be developed, supported nationally and shared between education systems.

The aims of the NAESLA are:

- to support systems/other initiatives which aim to contribute to the Needs Assessment of non-English-speaking background children;

- to provide a funded process for the cooperative sharing of diverse approaches/strategies for the assessment of ESL learner needs;

- to enable systems to extend their programs of assessment of ESL learner needs, including establishing data bases of processes currently used or planned to identify student knowledge and areas of need, criteria for assessment, professional development processes, and approaches to literacy assessment;

- to enable systems to draw on programs/resources developed by other systems/states/institutions, for the purposes of further developing and augmenting their programs;

- to provide a collective national data base based on individual systems' data bases of ESL learners.

7. State and Territory Development Funds

   Such funds supplement State/Territory resources for literacy education and allow them in particular to address the National Goals for Schooling. The focus here should be for literacy in secondary and upper secondary education.

Establishment of a Project Team:

It is proposed that a national project team involving a Coordinator, three Project Officers and a clerical infrastructure be established to initiate and manage projects and activities within the general framework proposed for the NLP. The project team would also be responsible for managing the financial resources made available to the program. It would be responsible to AACLAME, which would act as a general reference and management body. The Project Team would also have close links with ILY in 1990.

Particular responsibilities of the Project Team would be to:

- ensure the aims of the National Literacy Program are met and that wide consultation takes place

- draw up the criteria for the dispersal of funds under each of the five aims

- monitor and/or initiate projects within the guidelines of the National Literacy program

- keep all systems and organisations fully informed of issues relating to literacy programs, particularly in areas recognised as crucial or of national significance

- maintain liaison with the National Consultative Committee for International Literacy Year.

The composition of the Project team is important. Its coordinator should have ESL expertise, while one or more of the Project Officers should be experienced ESL practitioners, preferably with an understanding of the socio-cultural nature of language development and a view of language not only as a tool for communication, but also as a resource for making meaning. The remaining Project Officers should have a sympathetic understanding of these approaches, and a good knowledge of linguistics and developmental psycholinguistics. Those Project Officers involved in the assessment aspects of the project should have a good knowledge of and experience in language testing theory and practice.

Proposed Budget for the NLP: (per annum)

	1st year	2nd year	3rd year
Support of National Project Team (4 salaries: 1 Coordinator, 3 Project Officers)	$200,000	$200,000	$200,000
Clerical Infrastructure	$ 35,000	$ 35,000	$ 35,000
Publications, Travel and Contingencies for Project Team	$ 35,000	$ 35,000	$ 35,000
(1) National Guidelines for Literacy			
Completion Stage 1	$ 15,000	-	-
Completion Stage 2	$ 40,000	-	-
Completion Stage 3	-	$ 40,000	-
(2) Coordination and development of current initiatives, materials etc	$300,000	$300,000	$300,000
(3) Australian Literacy Federation professional developmental activities	$ 15,000	$ 15,000	-
(4) Parent Education Program	$270,000	$270,000	$270,000
(5) Significant National Research	$550,000	$550,000	$550,000

	1st year	2nd year	3rd year
(6) Literacy and Language Monitoring, Assessment and Development (including NAESLA)	$530,000	$530,000	$530,000
(7) State and Territory Development Funds*	$910,000	$925,000	$980,000
TOTAL	$3,000,000	3,000,000	3,000,000

* These funds increase each year incrementally as National Guide to Literacy Funding and the support for ALF professional development activities come to an end.

The National Literacy Program as described will need to be amplified and extended to incorporate a more explicit focus on adult literacy. AACLAME and the National Consultative Council for International Literacy Year will do this in the context of a detailed analysis of the recently completed and very positive evaluation of the ALAC (see Section 5.1).

The NLP must also recognise the interface of first and second language acquisition in the case of learners of non-English-speaking background generally, while recognising the distinctive requirements of each. Specifically, AACLAME acknowledges the importance of providing first language development programs for ESL learners in the first years of schooling, and recommends that special bilingual programs and associated teacher training and development programs should be provided to support the first language development of learners of non-English-speaking background, particularly in the early years of schooling.

6.3.2 Development of the principle of support for Aboriginal and Torres Strait Island Languages

Section 2.4.2 demonstrated that there is considerable need for support for Aboriginal and Torres Strait Island languages, if more than a very few are to survive still actively spoken into the 21st Century. Aboriginal languages are at various stages of "health" (according to linguists, for example, Dixon in VOX 3 (1989)). While a few can be categorised as "healthy", most are "weakening" or "dying", while many, particularly in the south, have already "died". The NALP has attempted to combine support for the strongest (because it is essentially an educational program), with support for those which have been most neglected in the past.

Support for Aboriginal and Torres Strait Island languages is important because:

. they are significant for all Australians, as they are the means of expressing the culture and heritage of Australia's indigenous inhabitants.

- Loss of Aboriginal languages is closely associated with alienation and social and economic disadvantage. As the Report of the Review of NALP pointed out, implementation of NALP has had a significant impact on the pride and confidence of children and communities. Aboriginal languages maintenance and development programs provide a valuable and meaningful avenue of employment for Aboriginal people, and provide a vehicle for increasing Aboriginal participation rates in education and employment.

- Extensive research on bilingual education for Aboriginal children has shown that, where the programs are adequately resourced over time, Aboriginal children in bilingual programs acquire greater competence in both English and their home language, and perform better in most academic tasks than children in non-bilingual programs. Bilingual education also provides an avenue for Aborigines to acquire Western knowledge and skills without rejecting their own culture.

The NALP has provided an important Commonwealth contribution to Aboriginal languages maintenance and development. Nevertheless, the amount available under NALP, and the limited time-frame in which it has been available, mean that many Aboriginal communities and languages would benefit significantly if further funding could be made available. It is the smallest of the NPL programs, and was funded at less than half the level originally recommended.

The Report of the Review of NALP identified a number of factors affecting successful implementation of NALP, and proposed a mechanism, through Regional Aboriginal Languages Centres, for overcoming these.

Regional Aboriginal Languages Centres can:

- provide support for Aboriginal language work at the grass roots level;

- provide training for local Aboriginal people to organise , prepare and publish curriculum materials;

- act as resource centres and production centres for each region;

- employ skilled linguists to assist in the development of projects on an on-going basis;

- employ skilled curriculum development personnel on a regional basis;

- employ administrators who can assist in submission-writing, and negotiate between communities, schools and government departments;

- provide an advocacy service for communities in their quest to establish language programs within their local schools;
- assist in the training of Aboriginal language teachers;
- provide a mechanism for small remote communities to gain access to information, funds and language planning expertise;
- provide a regional mechanism to link community and school-based projects.

Accordingly, NALP in the future, and Aboriginal languages maintenance and development in general, would benefit from dedicating a significant proportion of its funds to supporting these Centres.

Dialogue should also continue to ensure that where possible and desirable, Aboriginal languages maintenance and development occurs within the context of the National Aboriginal Education Policy. This has already happened administratively, as the NALP funds have now been transferred into the larger educational program administered under the Aboriginal Education Assistance Act (1989).

Those Aboriginal languages which are dying are an important part of Australia's heritage. There is at present no Australian body whose charter or mandate addresses this rapid, imminent and total obliteration of our national heritage. The Heritage Commission, by its legislative mandate, is concerned with the physical heritage. The Australian Institute of Aboriginal and Torres Strait Island Studies addresses Aboriginal languages as one of many priorities, and therefore is unable to record and document languages systematically.

6.3.2.1 Proposal for a revised and extended National Aboriginal Languages Program

In the light of the needs identified for Aboriginal and Torres Strait Island languages, and existing short-comings in the program in its present format, AACLAME recommends that NALP be significantly revised. If these revisions are adopted, NALP should be extended for a further three years in the first instance, with an annual budget of $3.5 million (in December 1987 terms). It should be reviewed again in the third year. AACLAME should continue to have an on-going advisory role. Alternately, this role could be given to the LIA.

AACLAME recommends that an extended NALP should have four components:

1. support for up to 14 Regional Aboriginal Languages Centres (at an annual cost of $2.0 million). These should be funded on a triennial basis.

2. provision for representatives of these Regional Aboriginal Languages Centres and other interested bodies (such as the Aboriginal Languages Association, the Aboriginal and Torres Strait Islander Commission and the Australian Institute of Aboriginal and Torres Strait Island Studies) to form a national advisory body, with responsibility for elaborating the relevant principles of the NPL into a National Aboriginal Languages Policy and for advising on and monitoring implementation of the NALP. This activity should be coordinated initially by AACLAME. Estimated cost: $0.2 million per annum.

3. a centrally operated Priorities in Aboriginal and Torres Strait Island languages element which would allocate funds on a submission basis for nationally applicable activities such as language maintenance workshops and the training of language workers, and to community and educational groups for the range of local activities currently funded under the NALP. The national advisory body outlined in (2) would be responsible for assessing application. Proposed budget: $1.1 million per annum.

4. the establishment of a National Aboriginal Languages Heritage Recording element, under the wing of the Aboriginal and Torres Strait Islander Commission. This element would support the recording and documenting of those Aboriginal and Torres Strait Island languages most "at risk" and which have not yet been comprehensively recorded. Proposed budget: $0.2 million per annum.

Those elements of this revised NALP which are "educational" should be administered under the Aboriginal Education Assistance Act. However, the mechanisms used to allocate these funds should include consultation with AACLAME, the Aboriginal Languages Association and the Institute for Aboriginal and Torres Strait Island Studies.

6.3.3 Development of the Principle of a Language other than English for All

Australia enters the 1990s as a member state of a vastly different world from that existing even as recently as the 1970s and 1980s. These differences have profound implications for a mature and rational policy for the teaching and learning of languages other than English. These all necessitate high levels of proficiency in a range of languages, which can best be achieved through sound, high quality bilingual education programs, although other mechanisms may also be appropriate. Eight events or trends in particular are significant.

1. The release of the Garnaut Report, Australia and the Northeast Asian Ascendancy, in November 1989 highlights the significance to Australia and the world of the economic ascendancy of the North Asian region (encompassing China, Japan and Korea).

This report makes three recommendations relevant to the NPL: that all secondary schools should teach at least one Asian language by the end of the century (with Japanese, Chinese, Indonesian and Korean in that order being the priority); that by 1995 it would be desirable for 5% of tertiary students to be studying an Asian language; and that language proficiency should be assessed using standard testing on a nationwide basis. The report also proposes means to make achievement of these goals possible.

2. In December 1989, a 12-nation meeting was held in Canberra, hosted by Australia's Minister for Foreign Affairs, Senator Gareth Evans, to discuss possible establishment of an association for Asia Pacific Economic Cooperation. The nations involved were: Australia, Brunei Darussalam, Canada, Indonesia, Japan, the Republic of Korea, Malaysia, New Zealand, the Philippines, Singapore, Thailand and the United States of America. One of the purposes of this association, if it were to be established, would be to strengthen regional cooperation around the Pacific Rim in trade and other negotiations.

3. Australia has many overseas trading partners among Asian, European and English-speaking countries, and its future economic health will depend on its ability to maintain a broadly based, independent trading policy. In order for foreign trade to be maintained and developed, it is necessary to communicate with one's trading partners. Table 9 summarises AUSTRADE figures for 1988-89 which demonstrate the top twelve countries to which Australia exported and from which Australia imported goods in the last full financial year.

Table 9: Foreign Trade - Australia's top twelve trading partners

Countries Australia imports from	Imports as %	Countries Australia exports to	Exports as %
USA	21.52	Japan	27.27
Japan	20.75	USA	10.16
UK	7.34	New Zealand	5.09
Federal Republic of Germany	6.27	Korea	5.01
New Zealand	4.19	Hong Kong	4.35
Taiwan	4.08	Taiwan	3.60
Italy	2.94	UK	3.5

Table 9, continued

Countries Australia imports from	Imports as %	Countries Australia exports to	Exports as %
France	2.71	Singapore	3.41
Korea	2.68	People's Republic of China	2.79
Singapore	2.32	Federal Republic of Germany	2.47
Canada	2.27	USSR	2.33
People's Republic of China	2.18	France	2.24

Patterns of foreign trade constantly shift, however. It is significant that, by 1992, labour, capital and other barriers to trade and mobility within the European Community will be removed, creating the largest single economic unit in the world. This will strengthen the economic importance to Australia of languages such as German, French and Italian. The Federal Republic of Germany is already the world's largest exporting nation, and one with which Australia persistently records a trade deficit. Italy has overtaken the United Kingdom in economic size and its trade with Australia is growing, but not in Australia's favour. The 320 million consumers in the European Community represent great opportunities for Australia's exporters.

4. Late 1989 and early 1990 have seen a dramatic shift in political power throughout Eastern Europe, which is now gathering pace within the Soviet Union. The end of the "Cold War" will have profound (and very positive) economic and social implications for the whole world. The role of English as a trading language would be significantly reduced in a European trading bloc which embraced not only the western European nations. Some of the nations formerly within the "eastern bloc" are seeking closer ties with the European community, and even talk of eventually joining it, as do the nations of the European Free Trade Association. The political and economic liberalisation of the Societ Union adds even greater strength to the economic position of Europe.

As the results of changes in Eastern Europe cannot yet be foreseen with any accuracy, we can only speculate about the implications for Australia and its National Policy on Languages. It is possible that Austalia's trade links with Eastern Europe and the Soviet Union could be strengthened, and that there could be an increased flow of people travelling between Eastern Europe and Australia for business and tourism

purposes. There may also be an increase in migration to Australia from Eastern European countries. There is likely to be a significantly increased requirement in Australia for high levels of proficiency in Russian, as well as other Eastern European languages. German is also likely to be a very important language of commerce in Eastern Europe, commensurate with the present economic strength of the Federal Republic of Germany and its projected unification with the German Democratic Republic.

5. Recent decades have seen Australia's dependence on export of raw materials undermined by declining world commodity prices. As the developed countries enter what is commonly described as a "post-industrial" era, the dependence by many countries on manufacturing industries or raw materials tends to be replaced by growth in language-intensive service industries, such as finance and investment, education, "high technology" industries and tourism.

These service industries entail more frequent interpersonal encounters between partners to operate effectively. The requirement for increased knowledge of many languages in highly specialised contexts will result in an increased demand for people with high level, specialist language skills, which cannot normally be expected of school or generalist university graduates. In addition, market penetration and conflict resolution require a sophisticated understanding of cultural practices and differences.

6. World demographic patterns are changing quite rapidly, affecting trends in international communication. For example, native speakers of Spanish, Hindi, Portuguese and Arabic are growing rapidly in numbers and are all projected to overtake English within the next twenty years.

As these languages are all regional lingua francas, their importance as international languages is considerable. Some of them will undoubtedly be of increasing significance in economic terms to Australia.

7. With mass migration, global tourism and vastly improved telecommunications, languages are no longer confined to the particular geographic areas in which they were originally spoken. The world in the late 20th Century is being "globalised through technology", not only increasing individuals' access to other languages, but also making greater demands on all societies for high levels of language proficiency.

8. Australia's domestic multilingualism is intensifying and diversifying at a time when we are more aware than ever of the now conclusively established evidence for the intellectual and educational benefits potentially available from early bilingualism.

Census and survey findings in Australia consistently show a solid inter-generational shift away from languages other than English, to the exclusive use of English. This is sometimes accompanied by a ritualised and passive knowledge of the first language. At the same time, we know that children who speak a language other than English at home can be seriously disadvantaged by being "submerged" in an "English only" experience at school in which the home language receives no support in the formal environment of the schooling system.

Languages policy in Australia will have to come to terms with the issue of maintenance of minority languages both for symbolic purposes and for the intellectual purpose of giving children the opportunity to benefit educationally by achieving good levels of bilingualism. In no other educational activity would it be considered acceptable that schools ignore the home background of children as a factor influencing their learning. How much more true is it of language, the tool in which children do their learning well before commencing school, and in which their accumulated learning is stored?

As a social issue, the maintenance of minority languages, therefore, has a strong pedagogical basis, a strong potential intellectual basis (for example, there are studies showing superior scientific performance among bilingual compared to monolingual children), and a strong educational equity basis (overcoming the significant learning delays children encounter while they acquire English and before they can begin learning again).

But, as is apparent in many parts of the world, languages are emblematic of national cultural and group affiliation. As their use begins to erode, fears arise about the loss of social identity and cultural distinctiveness. It is often impossible for minorities to sustain group cohesion without a functional role for their language. In societies such as Australia, where immigrant and indigenous minorities are enfranchised citizens, and where the national self-description is an open, tolerant and pluralistic one, inevitably the question of public support for linguistic diversity arises.

Language policy for minorities once used to treat minority languages in education as a <u>problem</u>, a problem to be eradicated. This phase evolved into treating minority languages as a <u>right</u>, a right to be secured and guaranteed. Under the NPL, we are attempting to convert the public position into one treating minority languages as a <u>resource</u>, an intellectual, cultural, social and economic resource whose cultivation brings benefits to individuals and the broader society.

Under ASLLP, and with the support of state/territory languages policies, language programs at all levels have broadened in scope and improved in quality. It is essential, however, not to develop particular languages at the expense of others. Too few Australian students study any language for us to engage in substitution exercises. AACLAME considers that past language programs have limited Australia's options in international communication and readily acknowledges that past imbalances must be redressed. It is important, however, not to replace one set of imbalances with another one.

AACLAME has always advocated a balanced "internationalist" approach within the NPL, and considers that this approach is strongly vindicated by the trends and events discussed in this section. Australia's programs to teach languages other than English must equip it to meet a balanced role in an increasingly interdependent world. Accordingly, language programs must strengthen those linguistic resources already existing within the Australian community, while at the same time providing all Australians with the opportunity to develop skills in at least one language of domestic or international significance.

These views are strongly endorsed by the findings of the report commissioned by AACLAME to examine the importance of foreign language skills in determining the success of Australia's business and industry sectors in exporting to non-English-speaking countries (see Section 4.4). This report, entitled Review of the Relationship between International Trade and Language Competence, argues that all economic activity is linked to an international network, and that geographical proximity per se has only limited relevance. It also suggests that there is evidence to suggest that countries where English is the mother tongue are actually disadvantaged in economic terms by the prevalence of English as an international language.

The statistics available to AACLAME for 1988 suggest that there continues to be an imbalance in numbers of students studying languages of economic, social and cultural significance to Australia.

Table 10 shows preliminary figures for the numbers of students studying some languages of key importance to Australia. These include the nine languages of wider teaching declared under the NPL (Arabic, Chinese, French, German, Modern Greek, Indonesian, Italian, Japanese and Spanish), the Asian Studies Council's priority languages in secondary schools in 1988, and Russian. It also shows the numbers of students who successfully completed a unit of study in the same languages in higher education institutions in 1988. It should be noted that the numbers for Japanese at both levels have increased considerably since 1988.

Table 10: Some languages in Australian education institutions, 1988

Language	Numbers in secondary schools	Numbers in higher education institutions
* Arabic	1,615	135
* Chinese (H1)	6,692	1,224
* French	146,494	3,827
* German	78,087	3,154
Hindi (H2)	Nil	48
* Indonesian/Malay (H1)	18,041	883
* Italian	71,905	2,763
* Japanese (H1)	31,832	3,436
Korean (H2)	Nil	12
* Greek	12,619	855
Russian	504	464
* Spanish	3,510	882
Thai (H2)	Nil	30
Vietnamese (H2)	2,081	202

(Notes: * = NPL's Languages of Wider Teaching
H1 = ASC's First Tier Languages. The ASC has identified these languages as its top priority languages, which should be widely available to students at all levels of education.
H2 = ASC's Second Tier Languages. The ASC has identified these languages as languages which should be available to Australian students, but on a less widespread basis than the First Tier languages.)

It is not sensible to compare and rank these languages quantitatively, since demand for study of any particular language is affected by a wide range of factors. For example, the candidature for Modern Greek consists largely of students of Greek language/cultural background.

Other matters not brought out by the statistics are the issues of age at which language studies are commenced and continuity. The needs of Australia's service industries, such as tourism, are not adequately met by leaving the bulk of students to start their language studies at secondary level. Proficiency levels achieved by most students beginning language studies at secondary level are simply inadequate for secondary graduates to use their language knowledge effectively without further learning. Most students should have the opportunity to start their language studies at primary school, and to study their language(s) continuously to Year 12 (and beyond if desired). Unless students have the opportunity for continuous language learning, the quality of outcomes is put at risk.

Two gaps in language learning provisions not yet adequately addressed relate to the teaching and learning of Australian Sign Language (AUSLAN), the language of the deaf community, and Aboriginal languages. Under the ASLLP national element, a senior school program has been prepared in Victoria which allows Year 12 students to follow an accredited program in this language. However, programs in AUSLAN should be more widely available in Australia's schools. Similarly, all Australian children would benefit from exposure to at least one Aboriginal language.

This section has provided a detailed justification of Australia's present requirements for enhanced language programs. It has argued that bilingualism should be promoted on a widespread basis as a major educational strategy allowing Australia to meet its domestic and interntaional needs into the 21st century.

At the school level, a concerted attempt to improve the quality and extent of language teaching and learning has been made through both the ASLLP and the Asian Studies Program. The Asian Studies Program will continue to operate until at least 1994-95. However, the much larger ASLLP is scheduled to terminate at the end of 1991, with only half the 1990 level of funding to be available in that year. As we saw in Section 5.3, the review of ASLLP has concluded that a four-year implementation period for ASLLP is too short for it to achieve its objectives.

At the higher education level, the needs for teaching modern languages other than English are subject to review (see Section 4.8). The Report of this review will not be available until February 1991. It is therefore premature for AACLAME to make recommendations.

It should be noted, however, that one role of the Languages Institute of Australia is to coordinate the development and implementation in higher education institutions of intensive special purpose language programs as required in priority languages, which include all languages listed in Table 10. Such courses should be mounted on a fee-for-service basis. This should improve access to vocationally-oriented advanced level language programs, thereby meeting the specific language needs of particular industries.

6.3.3.1 Proposal for an extended Australian Second Language Learning Program for schools

In view of the considerable importance of languages other than English to Australia, the areas of language-learning need yet to be addressed and the concerns expressed by the reviewers of ASLLP about the short-term nature of the existing program, there is clearly a requirement for further Commonwealth funding for the teaching of languages other than English in schools.

AACLAME therefore recommends that ASLLP be extended until the end of 1994, with funding in each year to be based on the 1989 provision, indexed for inflation. Actual implementation details will be based on careful analysis of the recommendations of the ASLLP Review.

6.3.4 Development of the principle of widespread and equitable language services

There are many needs for language services which have not yet been addressed by programs under the NPL. In part, this stems from the fact that some of the activities required to implement the principle, such as the development of library resources in ESL, adult literacy and languages other than English, are not the direct responsibility of the Commonwealth Government, or may fall outside the responsibility of the Department of Employment, Education and Training (DEET). Nevertheless, many Government policies and initiatives not covered by the DEET portfolio have an impact on language services. AACLAME should seek to strengthen ties and formalise cooperation with all departments with responsibilities or interests in the provision of language services.

Through its Language Services Reference Group, AACLAME has sought to develop strategies to ensure efficient and equitable access for all people to specialist and mainstream services. To achieve this goal, it is imperative to address the needs of those affected by one or more of several key factors. They may speak languages other than English (including non-spoken languages such as Australian Sign Language - AUSLAN), and/or have literacy difficulties, and/or be geographically or culturally isolated from service providers, and/or have some form of intellectual, learning, physical or sensory disability which affects their capacity to communicate within the community or which service providers are not geared to servicing.

A basic need in this area is the identification of clients' communication difficulties, their referral to specialised professional attention where necessary, and the provision of basic training for generalist professionals and para-professionals concerned with their needs to ensure that they and the institution in which they work are not creating unnecessary communication blocks because of their lack of information about and understanding of a particiular client group.

6.3.4.1 Proposals for action relating to language services

AACLAME proposes two new programs which address language service issues. Both have been identified as top priorities by organisations and professionals in the field.

The first program is the establishment, in cooperation with the Department of Community Services and Health, of a program to provide for the development, trialling and evaluation of preservice and inservice training programs for personnel dealing with clients experiencing communication difficulties created by some form of intellectual, learning, physical or sensory disabilities, such as aphasia or hearing impairment. These courses would enable such personnel to recognise, refer, and where appropriate provide training for people affected by communication difficulties. Such a program will enable the source of communication difficulties to be correctly diagnosed. Currently there is a relatively high percentage of people of non-English-speaking background in institutions for the mentally and physically disabled. These projects should be undertaken by practitioners/voluntary organisations/tertiary institutions in the field concerned, and should be submission-based.

Not all communication difficulties are generated by the client. Institutions and service providers also contribute to communication break-down. The program is designed to assist them in identifying and reducing communication blocks for these clients, especially where communication difficulties are compounded by geographical or cultural distance.

The recommended budget for this program is $500,000.

The second language services program proposed by AACLAME is the allocation (by submission-based grants) of funds to local government authorities and other agencies involved for the development or extension of library resources in languages other than English (including Australian Sign Language), and materials suitable for those with adult literacy difficulties, learning English as a Second Language and those who are print disabled. It is important to emphasise a program which, rather than just delivering a service in a specific area, also facilitates resource sharing, maximises use of existing collections/ materials and involves cooperation between agencies. The recommended budget for this program is $4 million for each year until the end of 1994-95.

6.3.5 Proposals relating to Multicultural Education

Courses in cross-cultural awareness and multicultural education have a crucial role to play in improving service delivery to people of non-English-speaking background and in improving Australia's capacity to participate in international negotiations. The domestic component of this is recognised within the eighth national goal for schooling in Australia, endorsed by the Australian Education Council in April 1989, which is:

> "To provide students with an understanding and respect for our cultural heritage including the particular cultural background of Aboriginal and ethnic groups."

At the tertiary level, this role has been fulfilled by MACSP. In 1990, multicultural education was identified as a priority under the Higher Education (Reserve) Fund and funding for MACSP in higher education was subsumed under this program. Subject to a satisfactory review of MACSP, to be undertaken at the end of 1990, AACLAME recommends that multicultural education should be recognised as an on-going priority of the Higher Education (Reserve) Fund, to which a minimum of $1 million should be allocated annually. There is a need also to maintain a smaller multicultural education program within the TAFE sector, funded to the level of $0.5 million annually.

7. Recommendations

The following summarises AACLAME's recommendations:

1. That the Government:

   - reaffirm its commitment to the National Policy on Languages;
   - agree to the expansion and extension of the NPL in program terms until the end of 1994-95; and
   - agree to the total program allocation of $85.85 million over five years (an additional $8.45 million in 1990-91, $19.7 million in 1991-92, $19.7 million in 1992-93, $19.8 million in 1993-94 and $18.2 million in 1994-95) plus administrative costs totalling $0.68 million, for implementation of the second stage of the NPL through the programs described in the recommendations of this report. These funds are expressed in December 1987 real values and should be indexed.

2. That the term of office of the present membership of AACLAME be extended until 30 June 1991, to allow it to complete its obligations with regard to implementation of the first phase of the NPL and that an additional $0.1 million be made available to support it during this period.

3. That, following a review of membership and terms of reference, AACLAME be extended for a second term from 1 July 1991 to June 1995, at an annual cost of $0.5 million. Some continuity of membership would be desirable.

4. That $0.1 million be allocated for a review of the Commonwealth English as a Second Language Program during 1991, based on a common and agreed approach to learning, and that it be reviewed again in 1993-94 and subsequently every three years.

5. That the Government agree to a review of the MACSP at the end of 1990, supported by program funds already allocated for 1990-91.

6. That the Government agree to the establishment of a Key Centre for English Language Teaching and Research focused on the learning needs of children and linked to the Languages Institute of Australia. This Centre should be funded under the Commonwealth's Key Centres Program, thereby requiring no additional funds.

7. That the Government agree to the commitment of $3 million for each year until the end of 1994 for implementation of the National Literacy Program, along the lines described in Section 6.3.1.1.

8. That the Government note AACLAME's endorsement of the adult literacy program put to it by the National Consultative Council for the International Literacy Year, and ensure the development of a comprehensive Commonwealth/State strategy which provides for the continuation of the initiatives of the ALAC.

9. That the Government agree to a review of the National Aboriginal Education Policy, to allow it better to incorporate Aboriginal languages education activities.

10. That the Government agree to the commitment of $3.5 million for each year up to and including 1994-95 to support a revised and revamped National Aboriginal Languages Program, along the lines described in Section 6.3.2.1.

11. That the Government agree to the commitment of $7.7 million each year till the end of 1994-95, starting in 1991-92, for implementation of a revised Australian Second Language Learning Program, to support the teaching of languages of social, cultural and economic significance to Australia. A further $3.9 million should be made available in 1991, to bring funding in that year into line with preceding and subsequent funding levels. Implementation details will be based on careful analysis of the recommendations of the review of ASLLP.

12. That the Government agree to the commitment of $0.5 million each year until 1994-95 for implementation of a training program for administrators and practitioners working with people with communication difficulties.

13. That, starting in 1991-92, the Commonwealth Government allocate $4 million for each year until 1994-95 to local government authorities, to develop library resources in languages other than English, ESL and adult literacy.

14. That, having regard to the Hobart Declaration on Schooling and through the Australian Education Council, the National Council for Independent Schools and the National Catholic Education Commission, the Commonwealth should seek a commitment from education systems to their funding multicultural education programs (not including ESL) as appropriate in Australian schools from within their existing allocations.

15. That, subject to completion of a satisfactory evaluation of the MACSP in 1990, the Government agree to:

    . the tagging of $1.0 million from the Higher Education (Reserve) Fund for cross-cultural awareness programs for professionals, along the lines of MACSP;

    . the allocation of an additional $0.5 million each year till 1994-95 for the implementation of cross-cultural awareness programs for para-professionals in TAFE institutions, along the lines of MACSP.

16. That the Government allocate $0.1 million in 1990-91 for a review of the Ethnic Schools Program, and ask AACLAME to consult with appropriate bodies prior to finalising the terms of reference.

17. That the LIA's program of activities includes support for all areas of the NPL, as stated within its charter.

18. That the Commonwealth allocate $0.25 million in 1990-91 to oversee the development of guidelines for the establishment of standards for training within the English as a Foreign Language industry.

The cost of implementing the recommendations requiring additional funding is summarised in Table 11.

Table 11: Summary of AACLAME's recommendations for additional NPL funding up to and including 1994-95

Program	1990-91 $m	1991-92 $m	1992-93 $m	1993-94 $m	1994-95 $m
AACLAME	0.1	0.5	0.5	0.5	0.5
Review of ESL Program	0.1	-	-	0.1	-
National Literacy Program	1.5	3.0	3.0	3.0	1.5
NALP	2.5	3.5	3.5	3.5	3.5
ASLLP	3.9	7.7	7.7	7.7	7.7
Program for administrators & practitioners working with people with communication difficulties	-	0.5	0.5	0.5	0.5
Libraries	-	4.0	4.0	4.0	4.0
MACSP in TAFE	-	0.5	0.5	0.5	0.5
Review of Ethnic Schools Program	0.1	-	-	-	-
Guidelines for training in EFL industry	0.25	-	-	-	-
TOTAL PROGRAM COSTS	8.45	19.7	19.7	19.8	18.2
Administrative costs*	0.08	0.15	0.15	0.15	0.15
TOTAL NPL COSTS (PROGRAM & ADMINISTRATION)	8.53	19.65	19.85	19.95	18.35

Notes: Administrative costs are based on a total of three additional ASL at ASO 7 level for NPL programs. These include one additional ASL for each of the National Literacy Program, the NALP and the Libraries Program. The administative costs for AACLAME, the ASLLP, the MACSP in TAFE Program, the program for those working with people with communication difficulties, the reviews and the development of the EFL Guidelines could be met from existing staffing levels, which would need to be maintained.

APPENDICES

APPENDIX 1A: ADULT LITERACY ACTION CAMPAIGN - STATE/TERRITORY EXPENDITURE, 1988 AND 1989

STATE PROJECTS - 1988

NEW SOUTH WALES

. Literacy Campaign through videos	$270,000
. Regional Councils of Adult Education Literacy Programs for rural areas	$180,000
. Aboriginal reading resources	$30,000
. Enhancement of participation by women in employment and education (resources)	$20,000
. Student conference	$9,920
. Participation in literacy programs: a longitudinal study	$12,000
. Evaluation of teaching practices in functional literacy in the workplace program	$7,306
. Work seeking literacy for the young	$11,700
. Women, literacy and employment	$24,000
. Women, literacy and the community	$10,244
Allocation $560,000	$575,170

VICTORIA

. Expanded provision of learning opportunities	$349,400
. Development and acquisition of course materials and equipment	$17,000
. Curriculum development for small group literacy activities	$20,000
. Staff development	$63,600
Allocation $440,000	$450,000

QUEENSLAND

. Part-time teaching/materials/contingencies	$170,000
. Expansion of the adult literacy information service	45,000
. Regional literacy co-ordinators	$55,000
. Research into issues in adult literacy	$20,000
Allocation $285,000	$290,000

WESTERN AUSTRALIA

. Upgrading of college provision	$50,000
. Additional country centres	$30,000
. Literacy/numeracy	$11,407
. Toll free adult literacy information service	$3,000
. Construction of three mobile resource units	$10,000
. Adult literacy advertising campaign	$6,000
. Computer for literacy/numeracy	$6,000
. Open learning packages	$20,000
. Annotated resource list	$16,000
. Teleconferences: community co-ordinators	$2,500
. Tutor training	$9,000
Allocation $155,000	$163,907

SOUTH AUSTRALIA

. Allocation to community providers through Office of Tertiary Education	$25,000
. Allocation for expanded and innovative literacy services through TAFE	$104,500
. Curriculum and resource activities	$21,500
. Staff development	$3,000
. Publicity	$3,500
Allocation $150,000	$157,500

TASMANIA

. Workplace basic education project	$29,000
. Adult literacy resources development project	$19,200
. Administration costs	$11,800
Allocation $50,000	$50,000

NORTHERN TERRITORY

. Project Read adult literacy program commenced	$26,600
. Expanded provision to migrant adult literacy commenced	$13,268
. Curriculum development - migrant adult literacy commenced	$26,165
Allocation $30,000	$66,033

AUSTRALIAN CAPITAL TERRITORY

. NEWSTART - expanded literacy/numeracy provision	$40,000
Allocation $40,000	$40,000

It is not possible, at this stage, to provide full details of the States' activities in the Adult Literacy Action Campaign for 1989. Reports had not, as at February 1990, been provided by the States, but were expected "in the near future". Accordingly, the lists of projects provided for 1989 represent the States intentions for that year. Indications from the States are that there has been little deviation from the intended programs.

STATE PROJECTS - 1989

NEW SOUTH WALES

. Literacy provision for female ex-offenders	$37,500
. Language support for the work training scheme	$4,153
. Adult literacy student conference	$19,950
. Research into the literacy and training needs of the unemployed	$18,000
. Resource kit for students in gaols	$8,743
. Initial literacy: a pilot full-time literacy course	$24,000
. Employment of full-time coordinator for NPL ALAC funds 1989	$44,000
. Survey of literacy needs of NSW prisoners	$10,500
. Plain English campaign	$10,000
. Workplace basic education for NSW	$73,100
. An Aboriginal literacy resource (Joe Timbery)	$5,560
. Themes in numeracy teaching	$30,700
. Compic communications course	$5,260
. Outpost education ABE-Moss Vale	$13,000
. Adult basic education student assessment resource package	$8,800
. Development of self-paced package in ABE	$24,950
. Research project: a summary of the numeracy needs of adults and their attitudes to seeking help	$13,000
. Community maths anxiety programs	$9,360
. Numeracy staff development package	$14,000
. Technological access to literacy for adults with severe physical disabilities	$25,250
. Literacy access for severely disabled students	$43,088
. Off-campus computer-assisted reading and writing for disabled students	$31,840
. Trialling of classes for adults with acquired dysphasia	$32,000
. Local adult literacy initiatives:	
- Mungindi Aboriginal general skills - production of booklet	$500
- Toomelah Aboriginal general skills - use of drama as literacy motivator	$316
. Gender specific issues in adult literacy	$5,000

. Staff development for isolated teachers in corrective services	$71,700
. Development and distribution of International Literacy Day publicity materials	$9,500
. Reading and writing in the workplace for deaf people	$8,000
. The practicum as a tool in producing more effective adult basic education practitioners - a co-operative education project	$32,410
. Computers for basic literacy/numeracy students	$18,268
. Maximising the use of Apple IIE computer programs in basic education by writing their instructions in simple English	$2,000
. Literacy resource centre	$10,634
. Practical language activities for trade and community students	$1,395
. Work-based outreach program	$2,431
. Computer resources for regional officers serving Orana	$8,509
. Catch-up literacy for prospective traineeship students	$6,000
. Work-seeking for Arabic speaking males - bilingual	$6,500
. Distance learning pre-course literacy package	$11,000
. Work-seeking literacy for Turkish speakers	$6,300
. Employment-related literacy for long-term unemployed	$7,650
. Women, literacy and employment	$5,000
. Literacy resources in Gloucester	$2,800
. Literacy/numeracy for Aboriginal adults - North Coast	$2,070
. Literacy policy officer, Board of Adult Education	$40,000
. Dundas literacy outreach	$11,948
. Literacy in the workplace	$7,788
. Reading and writing for NESB women	$6,724
. Waterloo literacy project	$5,000
. Marrickville literacy project - psychiatric adults	$3,000
. Illawarra region - development of provision	$19,000
. Literacy for housebound women	$10,000
. Community literacy at Woy Woy	$6,000
. Report writing for Aborigines	$1,542
. Literacy in Lightning Ridge	$2,230
. Maths for parents	$1,042
. Literacy for Aborigines (Western Region)	$34,780
. Literacy/numeracy through computer access for young people	$47,500
. Literacy in the workplace (Western Region)	$3,000

. Literacy - Southern Adult Education Centres	$3,000
. Rural areas research project	$8,000
. Needs analysis for Aborigines in the Hunter Region	$ 6,000
Allocation $560,000	$941,291

NB States Grants Adult Literacy funds ($382,000) were combined by New South Wales with their National Policy on Languages allocation in 1989.

VICTORIA

. Development of literacy staff	$140,000
. Program development for students with physical disabilities (specifically hearing and visually impaired students)	
. Research, curriculum and staff development (methodology) on basic numeracy for adults	
. Aboriginal education	
. Investigation of technology and education - related to the ACAL project with Professor Jonathan Anderson	$100,000
. Development of research and staff developmnt in association with other agencies (unions, government departments) and with schools based literacy projects	
. Professional development as base for International Literacy Year	$150,000
. Development of adult literacy and basic education information and services office	$50,000
Allocation $440,000	$440,000

QUEENSLAND

. Course and activities provision	$216,032
. Expansion of adult literacy information service	$46,504
. Research projects	$10,000
. International Literacy Year project	$18,464
Allocation $291,000	$291,000

WESTERN AUSTRALIA

Expanded Provision

. Increased college provision	$62,000
. Establish three additional country centres	$7,000
. 008 information service and information video on establishment of country tutor group	$13,230
. Workplace literacy model trial	$22,575
. Workplace classes for disabled	$5,125
. Prison literacy pilot project	$13,600
. Development and acquisition of course materials and equipment - additional resources for college classes	$4,200
. Curriculum development	
- materials for tutor teletraining	$5,250
- drivers' literacy kit for WA	$12,075
. Staff development	
- community co-ordinator's teleconference	$4,695
- tutor teletraining course	$5,250
Allocation $155,000	$155,000

SOUTH AUSTRALIA

- Continuation of funding to TAFE colleges commenced under NPL in 1988
- Expansion of literacy services in country areas.
- Work-based outreach programs to workers in southern industrial areas
- Community Literacy Program for parents
- Development of improved referral and co-operative literacy services between advanced English, AMES and Adult Literacy practitioners in areas where migrant population is under-served by current targeted migrant language programs
- Development of mechanisms of referral and literacy support for the unemployed
- Development of full and part-time vocationally-oriented courses for students

Allocation $150,000 $150,000

TASMANIA

Maintain and develop 1988 projects

. Workplace basic education program - Statewide	$32,530
. Resources development project - statewide	$15,920
. Salaries - on-costs	$1,550
Allocation $50,000	$50,000

NORTHERN TERRITORY

. Literacy programs for adult migrants (allowing the continuation of English literacy programs for adults from non-English-speaking background)	$15,000
. Literacy for adult Aborigines	$15,000
Allocation $30,000	$30,000

AUSTRALIAN CAPITAL TERRITORY

. Start Now Project - to expand the provision of learning opportunities for adults whose level of literacy and numeracy skills prevent their formulating or pursuing vocational or further study goals	$40,000
Allocation $40,000	$40,000

APPENDIX 1B: ADULT LITERACY ACTION CAMPAIGN - NATIONAL LEVEL PROJECTS, 1988 AND 1989

1987 - 1988

1. Research on the nature of literacy difficulty in the adult population - a study by the Sydney Institute of Technical and Adult Teacher Education, Sydney CAE, resulting in the publication, No Single Measure - $100,000

2. The documentation and dissemination of Good Practice in Adult Literacy Provision - Division of TAFE, Tasmanian Department of Education - $25,000

3. Study of the Outcomes of Adult Literacy Programs - Darryl Dymock, Department of Continuing Education, University of New England - $44,000

4. Survey of employer and union perceptions of literacy/numeracy needs of employees - Dr Peter Long (Network Australia) on behalf of the Australian Council for Adult Literacy- $25,000

5. Contribution to the UNESCO APPEAL (Asian-Pacific Program of Education for All) seminar, a two-day sub-regional workshop on adult literacy in Brisbane, July 1988 - $1,000

Total 1987-88: $195,000

1988 - 1989

1. Public Awareness Campaign relating to adult literacy programs - coordination, promotion and publicising of the various activities of government-funded adult literacy programs - Australian Council for Adult Literacy - $55,000

2. Participation of the non-government sector, particularly industry, in planning for International Literacy Year - a three-day national symposium organised by the Australian Council for Adult Literacy - $18,000

3. Evaluation of the effectiveness of technology for adult literacy tuition - Professor Jonathan Anderson, School of Education, Flinders University of South Australia - $20,000

4. Establishment of a research base for evaluation of adult literacy methodology and measurement of proficiency and progress of adult literacy learners - Dr Audrey Grant, School of Education, La Trobe University - $50,000

5. Contrastive evaluation of two alternative models of literacy and numeracy provision for the unemployed (an examination of pre-vocational and vocational literacy programs in different states) - Dr Joy Cumming, Department of Languages and Literature, Brisbane CAE - $50,000

6. Preparation for the establishment of a National Adult Literacy Referral Service to improve the availability of information about adult literacy programs - Adult Literacy Information Office, Redfern, NSW - $27,000

7. The continuation of the Documentation and Dissemination of Good Practice in Adult Literacy Provision - Division of TAFE, Tasmanian Department of Education - $30,000

Total 1988-89: $250,000

APPENDIX 2: ASIAN STUDIES PROGRAM FUNDING

1987-88

1987-88 Allocation: $1,850,000

COUNCIL PROJECTS EXPENDITURE

CURRICULUM DEVELOPMENT - SCHOOLS	
. Chinese Language Curriculum Development (VIC)	$199,218
. Japanese Language Curriculum Development (QLD & WA)	$193,060
. Indonesian Language Curriculum Development (NT & SA)	$250,000
. Korean Language Curriculum Development (ACT)	$50,000
. Thai Language Curriculum Development (ACT)	$50,000
. Vietnamese Language Curriculum Development (SA)	$18,000
MATERIALS DEVELOPMENT - SCHOOLS	
. Studies of Asia - Tasmania	$96,000
. Asian Studies Project - CDC	$47,000
. ABC/Griffith Chinese Language Videos	$150,000
PRIMARY/SECONDARY TEACHER EDUCATION	
. National Teacher Training NSW	$250,000
. Teacher Training Initiatives	$500,000 (pro rata across States)
TERTIARY EDUCATION	
. Higher Education Inquiry	$45,814
TOTAL EXPENDITURE	$1,849,959

ASIAN STUDIES PROGRAM FUNDING

1988-89

ALLOCATION 1988-89: $1,950,000

COUNCIL PROJECTS FUNDED UNDER NPL	EXPENDITURE
CURRICULUM DEVELOPMENT - SCHOOLS	
. Japanese Language Curriculum Development (QLD & WA)	$94,310
. Indonesian Language Curriculum Development (NT & SA)	$82,230
.. Thai Language Curriculum Development (ACT)	$25,000
. Vietnamese Language Curriculum Development (SA)	$16,000
. National Projects Advisor	$28,470
. CDC/ASCIS Data Base	$61,551
MATERIALS DEVELOPMENT - SCHOOLS	
. Asian Studies Materials (TAS)	$256,000
. Asian Data Base	$38,133
PRIMARY/SECONDARY TEACHER EDUCATION	
. National Teacher Training	$125,000
. Teacher Training Initiatives	$650,000 (pro rata across States)
Teacher Supply Conference	$12,019
TERTIARY SECTOR	
. Higher Education Inquiry	$160,186
TOTAL	$1,548,899
NPL ROLLOVER	$ 401,101

ASIAN STUDIES PROGRAM FUNDING

1989-90

Allocation 1989-90	$1,950,000
Rollover	$401,101
Total 1989-90	$2,351,101

COUNCIL PROJECTS	ESTIMATED EXPENDITURE
CURRICULUM DEVELOPMENT - SCHOOLS	
. CDC/ASCIS Data Base	$40,000
. Chinese Language Curriculum Development (VIC)	$200,000
. Japanese Language Curriculum Development (WA & QLD)	$227,460
. National Japanese Ref Group	$20,000
. Indonesian Language Curriculum Development (NT & SA)	$249,400
. Korean Language Curriculum Develpment	$80,000
. Thai Language Curriculum Development	$84,500
. Vietnamese Language Curriculum Development	$15,000
. National Projects Advisor	$5,000
. Project Evaluation	$25,850
. Disincentives Consultancy	$20,000
. Curriculum Publications Meeting	$30,000
. Proficiency Levels Paper	$4,000
MATERIALS DEVELOPMENT - SCHOOLS	
. Studies of Asian (TAS)	$288,000
. Asian Studies Project CDC	$80,000
. Asian Database	$20,000
. ABC/Griffith Chinese Language Video	$100,000
. QLD "Framework"	$50,000
. Indonesian Curriculum Material	$25,000
PRIMARY/SECONDARY TEACHER EDUCATION	
. National Teacher Training Projects and pro rata Teacher Training	$125,000
. Indonesian Consultant	$20,000

TERTIARY SECTOR

Higher Education Inquiry follow-up	
. Summer Intensive Courses	$150,000
. Asian Languages Fellowship	$500,000
. P.G. Fellowships	$125,000
. Ingleson Database	$10,000
. CEO's Meetings	$3,000
. Deans of Education Meeting	$2,000
. TAFE Survey	$40,000
. Monash "Rescue"	$20,000
TOTAL ESTIMATE	$2,559,210

APPENDIX 3A: FUNDING DETAILS OF THE ASLLP - GENERAL ELEMENT

GENERAL ELEMENT - PROJECTS FUNDED IN 1987-1988

GOVERNMENT SECTOR:

NEW SOUTH WALES: Grant $904,000

Establishment of courses in Japanese, Chinese (Mandarin), Spanish, Arabic and Vietnamese in selected state high schools.

VICTORIA: Grant $645,000

Italian curriculum project, development of LOTE for the Victorian Certificate of Education, materials development in minority and Asian languages, pilot bilingual project in Japanese, professional development of LOTE teachers.

QUEENSLAND: Grant $454,000

Pilot LOTE programs, professional development of teachers, curriculum and materials development, polocy development and strategic planning.

WESTERN AUSTRALIA: Grant $254,000

Bilingual/Insertion program, teacher development, project officer to administer the program.

SOUTH AUSTRALIA: Grant $229,000

Language inservice program for teachers, intensive language courses for teachers of Indonesian, Japanese, Greek, curriculum writing in German and Khmer, community education.

TASMANIA: Grant $87,000

Second language teaching in schools and colleges, teacher development and recruitment, resource materials, administration.

NORTHERN TERRITORY: Grant $54,000

Teaching of Indonesian.

AUSTRALIAN CAPITAL TERRITORY: Grant $59,000

Spanish curriculum K-12, evaluation of primary school language programs in Spanish, Greek, Italian, Indonesian, French, professional development of teachers, inservice package for bilingual teachers.

Total Grant Government Sector: $2,686,000

NON-GOVERNMENT SECTOR

CATHOLIC

NEW SOUTH WALES: Grant $256,000

Employment of research officer to undertake a survey of languages avaliable and evaluation of projects completed under the program, cluster teaching in second languages, extension of Indonesian programs, introduction of an integrated Arabic language program, distance education, in-service training, use of mother tongue resources of parents and new arrival children in second language teaching, curriculum and resource development, extension of bilingual programs.

VICTORIA: Grant $212,000

Professional development of LOTE teachers, sponsorship to enable trained teachers to qualify as teachers of LOTES, development of materials in Chinese, Spanish, Japanese, Italian, cluster teaching in Arabic, bilingual English/Vietnamese program.

QUEENSLAND: Grant $104,000

Data base for ASLLP, Language training in Japanese and Indonesian for teachers, Japanese language and culture courses, inservice programs, extension of Japanese and Indonesian programs, establishment of a Japanese language resource centre, provision of resources.

WESTERN AUSTRALIA: Grant $54,000

Curriculum and staff development, development of language clubs and camps, employment of native speskers for oral work.

SOUTH AUSTRALIA: Grant $40,000

Education and publicity programs, inservice programs, distance education, research and consultations, adapting computer games and skills for languages programs.

TASMANIA: Grant $15,000

Inservice assistance for teachers with foreign language background to become proficient in Japanese or Indonesian, purchase of teaching materials in Italian, appointment of person fluent in Japanese to train existing staff in this language, attendance at Australian National University Summer School in an Asian language, Japanese programs, administration.

NON-CATHOLIC SCHOOLS

NEW SOUTH WALES: Grant $74,000

Survey of LOTE to establish future directions for language teaching, professional development seminars.

VICTORIA: Grant $92,000

Administrative officer, professional development, teaching materials and resources in Arabic, Chinese, Indonesian, Japanese, recruitment of Asian language teachers, primary language course and teaching methodology in Chinese, audio laboratory lessons in Chinese, using computers in the teaching of Japanese, establishment of a satellite receiving station to receive foreign language television programs.

QUEENSLAND: Grant $40,000

Professional development of teachers, development and sharing of resources to allow schools both primary and secondary to cluster to introduce languages such as Chinese, telecommunications project to link schools to schools in a country where the second language is the mother tongue, development of language centres, trialling of innovative techniques in second language teaching and learning, visting speakers.

WESTERN AUSTRALIA: Grant $23,000

Programs in Japanese, Dutch, French, Indonesian, Arabic, provision of resource materials, appointment of native speakers, formation of Angklung Orchestra to enrich Bahasa Indonesian program.

SOUTH AUSTRALIA: Grant $26,000

Language in-service program for teachers, ALL guidelines - teacher development, intensive language course, resources in Japanese, French, Spanish, Italian, project officer, program administration.

TASMANIA: Grant $8,000

Conversational Japanese, curriculum materials in Indonesian and French, administration and data collection.

NON-GOVERNMENT SECTOR

COMBINED PROGRAMS

NORTHERN TERRITORY: Grant $10,000

Development of existing basic Indonesian program, pilot program in Spanish, workshop on Aboriginal languages, identify and encourage linguistic and/or educational research of value in bilingual programs.

AUSTRALIAN CAPITAL TERRITORY: Grant $30,000

Development of teaching materials in German, Chinese, Japanese, programs in Japanese, French, Italian, professional development in Mandarin, package for computer assisted learning in foreign languages, extension and development of unitized language program, administration and evaluation of the program.

Total Grant Catholic Sector: $712,000
Total Grant Non-Catholic Sector: $272,000
Total Grant: $3,670,000

ASLLP GENERAL ELEMENT - PROJECTS FUNDED IN 1988-89

GOVERNMENT SECTOR

NEW SOUTH WALES

Continuation of high school programs in Japanese,Mandarin, Spanish, Arabic and Vietnamese andextension of program to nominated primary schoolsand additional languages - German, Greekand Italian $1,527,000

VICTORIA

Part bilingual programs in Japanese, Italian,and Spanish, Indonesian and Chbinese. Curriculumand program development is a range of languages, LOTE transition, professional development, evaluation and LOTE promotion $1,089,000

QUEENSLAND

Pilot LOTE programs, curriculum and teacherdevelopment, policy development and planning and evaluation $767,000

WESTERN AUSTRALIA

Bilingual immersion programs, teacher development, primary and Aboriginal LOTE Programs	$429,000

SOUTH AUSTRALIA

ALL Guidelines, bilingual education, mapping of LOTE, curriculum development, inservice program, distance education	$387,000

TASMANIA

Second language teaching in schools and colleges, teacher development, resource provision	$147,000

NORTHERN TERRITORY

Teaching of Indonesian and Japanese, curriculum materials for Italian, Greek, Portuguese, Vietnamese, French and German	$91,000

AUSTRALIAN CAPITAL TERRITORY

Spanish curriculum, survey of LOTE, professional development and strategies for promoting community languages	$100,000
TOTAL	$4,537,000

NON-GOVERNMENT SECTOR - CATHOLIC

NEW SOUTH WALES

Development and extension of LOTE programs, including programs in Indonesian, Japanese, Arabic, and Vietnamese, distance education, LOTE data base, training of bilingual tutors, resource and professional development.	$432,000

VICTORIA

Professional development and sponsorship, development of programs and provision of materials in LOTE's, including Japanese, Arabic, Vietnamese and Italian, teacher guide and bilingual workshops	$358,000

QUEENSLAND

Development Officer and Resources Centre. Extension of Japanese programs by teacher and curriculum development, and appointment of an advisor. Extension of language learning	$176,000

WESTERN AUSTRALIA

Curriculum and professional development, in-service in Mandarin and Japanese, extension of teaching in Mandarin and Japanese, Italian Syllabus development, school based initiatives	$91,000

SOUTH AUSTRALIA

Inservice, bilingual programs, distance education, transition programs. Uses and adaptation of computer materials	$68,000

TASMANIA

Increase in second language learning opportunities in primary and secondary schools	$25,000

NON-CATHOLIC

NEW SOUTH WALES

Professional development, production of resources, and school based initiatives	$125,000

VICTORIA

Professional development, training of Asian language teachers, provision of resources in Chinese, Japanese and German, extension of French program	$155,000

QUEENSLAND

Professional development, resources and support for programs, telecommunications project and school based activities	$68,000

WESTERN AUSTRALIA

Languages programs in Japanese, Indonesian, French, Italian, Dutch, Arabic, preparation for Chinese, seminar on ALL guidelines, funding of native speaker assistants in French, German and Japanese	$39,000

SOUTH AUSTRALIA

Inservice program for teachers, methodology and language upgrading project, school based networks for continuity of language teaching.	$44,000

TASMANIA

Introduction of Japanese and extension of French and German programs, pilot programs in individualised learning in Japanese, Mandarin, Indonesian and German, Feasibility study	$14,000

Non-Government

NORTHERN TERRITORY

Promoting the growth of the study of second languages, curriculum and materials development, improving the quality of second language programs	$17,000

AUSTRALIAN CAPITAL TERRITORY

Project Officer, professional development, provision of resources, participation in ALL project, school based initiatives	$51,000

Total Catholic Sector	$1,203,000
Total Non-Catholic Sector	$406,000
Total Grant	$6,200,000

APPENDIX 3B: FUNDING DETAILS OF THE ASLLP - NATIONAL LEVEL ELEMENT

Projects Funded in 1988

. South Australian Department of Education Australian Language Levels (ALL) Project	$106,000
. Senior Secondary Assessment Board of South Australia National Framework for Languages at Senior Secondary Level	$73,000
. Victorian Curriculum and Assessment Board Australian Sign Language Curriculum Project	$21,000
TOTAL 1988	$200,000

Projects Funded in 1989

. South Australian Department of Education Australian Language Levels (ALL) Project	$280,060
. Senior Secondary Assessment Board of South Australia National Framework for Languages at Senior Secondary Level	$182,500
. Victorian Curriculum and Assessment Board Australian Sign Language Curriculum Project	$59,000
Total	$521,560

Professional Development of LOTE Teachers

South Australian Institute of Languages Language Teacher Professional Development Project	$75,600
Diocese of Maitland A Methodology for LOTE Teaching K-6	$35,301
Monash University In-service Education for Language Teachers	$30,000
La Trobe University Languages Other than English and the Mainstream Curriculum	$29,646
Western Australian Ministry of Education Training of Experienced Primary School Teachers with a LOTE Background as Primary LOTE Specialists	$100,000

University of Melbourne Pathways to LOTE and Bilingual Teaching	$29,500
Victoria College Bilingual Education and Language Across the Curriculum for LOTES Methodology and Materials	$30,500
Institute of Catholic Education Victoria Language and Methodology Upgrading for LOTE Teachers (Primary and Post-Primary)	$30,000
University of Sydney Language Teaching Skills Assessment of Needs in Australian Schools and Skill Upgrading	$73,000
Australian Deafness Council of New South Wales Preservice Professional Development for Deaf Community Language Teachers	$60,000
Tasmanian Department of Education New Perspectives and Methodologies for LOTE Teachers	$50,000
Total	$543,547

Language Teaching in the Distance Education Mode

Victorian Ministry of Education Materials Development for the Teaching of Chinese	$76,690
Queensland Department of Education Distance Education Resource Package for Italian	$42,000
South Australian Department of Education Co-ordination of National Network, Resources in Indonesian and Italian	$36,582
Western Australian Ministry of Education Adaptation of Japanese Curriculum for Distance Education	$75,000
Northern Territory Department of Education Distance Education Resources	$46,810

National Network for LOTE Education in the Distance Mode	$62,620
Distance Education Workshop	$23,000
Total	$362,702

Research Studies in Bilingualism

Psycholinguistic Aspects of Bilingualism (Professor Roland Sussex)	$3,500
Sociolinguistic Aspects of Bilingualism (Dr George Saunders)	$3,500
Societal Aspects of Bilingualism (Dr Marta Rado)	$3,500
Total	$10,500
TOTAL 1989	$1,438,309

Projects proposed for funding in 1990

. Professional Development of Language Teachers	$400,000
. Distance Education	$480,000
. Bilingual Education Initiatives	$335,800
. Review of the Teaching of Modern Languages in Higher Education	$194,200
. Publications a) Report of the OECD/CERI Project: Education and Culture and Linguistic Pluralism b) Research Studies in Bilingualism	$25,000
. Language is Good Business Conference	$15,000
. National Assessment Framework for Languages at Senior Secondary Level	$50,000
TOTAL	$1,500,000

APPENDIX 4: NATIONAL ABORIGINAL LANGUAGES PROGRAM PROJECTS FUNDED 1987-88 AND 1988-89

NATIONAL ABORIGINAL LANGUAGES PROGRAM

1987-88 FUNDING

SOUTH AUSTRALIA	
Maree - Arabanna People's Committee - Arabanna	$25,000
Kalaya Children's Centre Alberton, Adelaide - Pitjantjatjara Language	$3,000
TOTAL	$28,000
NEW SOUTH WALES	
Walgett - Barwon Aboriginal Community Ltd - Ualaroi, Ngemba	$15,000
Wiradjuri Nation - Central NSW - Wiradjuri	$28,300
TOTAL	$43,300
QUEENSLAND	
Guugu Yimidhirr Language Centre Hope Vale - Guugu Yimidhirr	$21,750
Mossman Gorge Aborignal Community Mossman - Kuku Yalanji	$3,976
Yarrabah Songwriters Group, Yarrabah State School - Gungay	$2,490
Murray Island State School Language Committee - Meriam Mer	$2,400
Keppel Islanders - Keppel Island language	$3,500
Kombumerri Aboriginal Corporation for Culture, Runaway Bay - Bandjalang	$4,290
TOTAL	$39,030

WESTERN AUSTRALIA

Mirima Council, Kununurra - Miriwung, Gatjirrawung	$17,000
Yawuru Aboriginal Womens Group, Broome - Yawuru	$12,700
Kimberley Language Resource Centre, Halls Creek - several languages	$27,813
Fitzroy Crossing - Kulkarriya Aboriginal Community School - Walmajarri	$40,000
Fitzroy Crossing - Yiyili Aboriginal Community School - Gooniyandi	$15,000
Kimberleys - Proposal by WAALA through Institute of Applied Aboriginal Studies Mt Lawley CAE - languages south of the Kimberleys	$35,000
Desert Schools of East Kimberley - Balgo Hills Billiluna - Kukatja	$13,932
Pilbara Language Centre - 24 languages	$35,000
Eastern Goldfields, Wongai people, Josie Boyle - Nyoongah	$20,580
Bunbury Aboriginal Progress Association - Nyoongah Language	$6,025
TOTAL	$223,050

NORTHERN TERRITORY

Anindilyakwa Language Project, Groote Eylandt - Anindilyakwa	$4,580
Yirrkala Community School - Gumatj	$3,950
Yirrkala, Laynhapuy Homeland Association - various Yolngu Matha dialects	$1,285
Maningrida School Parent Group - Kun-Korrokone	$6,145
Gochan Jiny Jirra (Homeland) School, Parents and Citizens Association - Burarra (Gunardpa)	$6,705
Ngukurr Adult Education Committee - 9 languages	$11,370
St Francis Xaviers School, Daly River	$500

Peppimenarti Community - Ngan'gikurunggurr	$7,891
Bulman School Via Katherine - Ngalbon, Rembarrnga	$5,000
Pigeon Hole Outstation School - Mudbra, Biliniari	$6,100
Barkly Region Aboriginal Languages Centre, Tennant Creek (Survey Costs) - several languages	$5,000
Barkly Region: Languages Centre	$60,766
- Borroloola Community - Garrawa, Yanyuwa	$10,177
- Ali Curung (Alekerenge) Community - Alekerenge	$15,860
- Murray Downs (Imangara) Community - Imangara	$12,500
- Alyawarre (Mungkarta) Womens Project - Alyawarre	$17,693
Warlpiri Media Association, Yuendumu - Warlpiri	$23,372
Yipirinya School Council, Alice Springs - Arrernte, Luritja, Warlpiri	$24,602
Santa Teresa - Eastern Arrernte Literacy Centre, Via Alice Springs - Eastern Arrernte	$7,000
TOTAL	$230,496
GRAND TOTAL	$563,882

State Summary

South Australia	$28,000
New South Wales	$43,000
Queensland	$39,030
Western Australia	$223,050
Northern Territory	$230,496

NATIONAL ABORIGINAL LANGUAGES PROGRAM

1988-89 FUNDING

NEW SOUTH WALES	
Dareton Aboriginal Youth Development Association Inc. - Barkindji Revival Project	$11,813
NSW Aboriginal Education Consultative Group - Survey of NSW Languages	$25,000
Gumbaynggirr Language and Culture Group - Gumbaynggirr	$33,860
TOTAL	$70,673
VICTORIA	
State Board of Education and Victorian Aboriginal Education Association Inc Documenting Victorian Aboriginal Languages	$10,000
Aboriginal Research Centre Feasibility Study, teaching Aboriginal Languages	$10,000
TOTAL	$20,000
SOUTH AUSTRALIA	
Adelaide Area (SA Education Dept) "Local Language" Ngarrindjeri/Narrungga	$29,648
Kaurna Plains School Ngarrindjeri and Narrungga Curriculum Development	$36,000
Western Area Aboriginal Education on Behalf of Adnyamathanha Community, Nepabunna School and Port District, Yura Ngawarla	$25,000
TOTAL	$90,648
QUEENSLAND	
Aurukun Regional Language Resource Centre - Wik Mungkan	$13,537

Thoorghine Educational and Cultural Centre - Dippil	$10,000
Thursday Island State School Western Torres Strait Language	$17,000
Djabugay School and Language Resource Centre - Djabugay	$24,000
Gaire Kawu Organisation - Kalaw Lagaw Ya, Meriam Mer	$25,000
Injilinji Aboriginal and Torres Strait Corporation for Children and Youth Services - Kalkadoon	$25,000
Thursday Island High School Kalaw Lagaw Ya	$7,337
Stephen Island State School - Meriam Mer	$7,150
Coconut Island State School - Kala Gawa Ya	$19,100
Murray Island State School - Murray Island Language	$15,000
Mossman Gorge Aboriginal Community Association and High School - Kuku Yalanji	$2,630
Kombumerri Aboriginal Corporation - Bandjalang	$13,100
TOTAL	$178,854

WESTERN AUSTRALIA

Geraldton Regional Community Education Centre Association - Watjarri	$28,000
Doon Doon Primary School - Woolah Language	$12,000
Kundat Jaru Community, Bilir Ngawiwu Catholic School - Jaru	$7,000
Warrmarn Community Incorporated (Turkey Creek) - Kija	$30,000
Linguistics, La Trobe. Beagle Bay Project - Nyulnyul	$28,000
Gurrabunya Cultural Group - Yindjibarndi, Ngarluma	$12,000
Jarndu Yawuru Womens Group - Yawuru	$10,000

Kimberley Language Resource Centre, Fitzroy Crossing Annex - 8 languages	$55,000
Magabala Books - Yawuru Seasons Kit Stage 2	$3,850
John Pujajangka-Piyirn School - Walmajarri	$2,000
Bunbury Aboriginal Progress Association - Nyungar Language Kit	$31,495
Yiyili Aboriginal Community School - Gooniyandi	$15,000
Pilbara Aboriginal Language Centre - 25 regional languages	$80,000
Mirima Council - Dawang Woolabgerring Project - Miriwung, Gajirrawung	$10,000
Josie Boyle - Wongatha	$20,000
Bidyadanga Community - Karajarri, Nyangumarta, Yulparija, Juwaliny, Mangala	$7,000
TOTAL	$351,345

NORTHERN TERRITORY

Catholic High School, Alice Springs - Arrernte	$6,435
Catholic High School, Ntyarlke Unit, Alice Springs Mpantwe Arrernte literacy	$8,020
Nguiu/Bathurst Island Council - Tiwi	$8,585
IAD Inc. on behalf of Alice Springs Pertame speakers - Pertame	$22,000
IAD Inc. on behalf of Yuelama Community, Mt Allan - Western Anmatyerre	$13,800
Nyinkkanyunyu School Council, Tennant Creek - Warumungu, Warlpiri, Warlmanpa	$30,000
Kwombom Aboriginal Corporation - Maramanindji	$12,000
Gurungu Council Aboriginal Corporation - Jingulu, Mutbura, Wombaya	$22,550
Kalkaringi/Daguragu Remote Area Teacher Education Students - Gurindji	$30,000
Adult Education Centre, Belyuen Community - Batjamal and Ami	$3,790

Walungurru School, Kintore - Pintupi	$4,400
Warlpiri Media Association Inc. Warlpiri Video Project	$28,500
Peppimenarti Community Council - Ngan'gikurunggur, Ngan'giwumirri	$6,000
Barkly Regional Language Centre (Papulu Appar-Kari) - several languages	$50,000
Central Australian Aboriginal Media Association - several languages	$39,200
Barungu School, Katherine - Jawoyn, Dalabon	$3,200
TOTAL	$288,480

SUMMARY OF FUNDING, BY STATE - 1988-89

New South Wales	$70,673
Victoria	$20,000
South Australia	$90,648
Queensland	$178,854
Western Australia	$351,345
Northern Territory	$288,480
GRAND TOTAL	$1,000,000

APPENDIX 5: MACSP PROJECTS FUNDED, 1988 TO 1990

1988

1. Monash University (in cooperation with Melbourne University) - Establishment of Centre for cross-cultural studies in law $90,005

2. University of Sydney (in cooperation with Cumberland College of Health Sciences - Establishment of centre for cross-cultural studies in health and medicine $80,000

3. University of NSW - Centre for cross-cultural social work education $100,000

4. Monash University - Centre for community languages and cross-cultural communication $100,000

5. Armidale CAE - Cross-cultural programs for teacher education $79,430

6. Australian National University - Central clearinghouse of cross-cultural curriculum materials for professional and para-professional courses $82,295

7. Brisbane CAE - Development of resources in Australian Sign Language for professional and para-professional training $50,124

8. University of Sydney - Development of resources for core BA (Primary Education) course in Aboriginal studies $2,350

9. WA CAE - Field experience for future teachers of Aboriginal students $8,960

10. Sydney Technical College - Cross-cultural communication resources in child care $3,972

11. WA TAFE Directorate - Language and cultural elements for industrial relations courses $8,174

12. University of Sydney - Cross-cultural elements for professional courses $26,289

13. Royal Melbourne Institute of Technology - Introduction of language and cross-cultural elements for business studies $3,663

14. Phillip Institute of Technology - Arabic language and culture program $17,976

15. Flinders University - National survey and evaluation of multicultural and cross-cultural training programs in professional and para-professional courses $25,942

16. Batchelor College - Aboriginal language materials development for teacher education $33,400

1989

MACSP Projects continuing from 1988

1. Monash University (in cooperation with Melbourne University) - Establishment of National Centre for Cross-cultural Studies in Law $81,285

2. University of Sydney (in cooperation with Cumberland College of Health Sciences) - Establishment of a centre for multicultural health and medical curriculum development $100,000

3. University of New South Wales - Establishment of a centre for multicultural social work education $80,000

4. Monash University - Establishment of a centre for community languages in the professions $72,731

5. Armidale CAE - Teacher education curriculum development $49,615

6. University of Sydney - Aboriginal studies unit in B Ed (Primary) course $2,871

7. University of Sydney - Pilot program of cross-cultural elements in professional courses $52,579

8. Royal Melbourne Institute of Technology - Development of Resources for incorporation into MBA course $27,151

9. Phillip Institute of Technology - Incorporation of Arabic language and culture in BA (Multicultural Studies) and Bachelor of Business courses $45,620

10. Flinders University - Survey, consultation and conference on tertiary training programs $43,720

New MACSP Projects

11. School of Education, Gippsland Institute of Advanced Education - Cross-cultural studies for teacher-librarians $30,000

12. Northcote Library, on behalf of the Australian Library and Information Association - Training and qualifications of staff in multicultural or ethnic librarian positions $11,675

13. Dept of Information Systems, Queensland University of Technology; and Dept of Communication and Resource Studies, Brisbane CAE - Development of multicultural education modules for teacher-librarians and public librarians $22,358

14. Centre for Library and Information Studies and School of Communication, Canberra CAE - Integrating foreign language resources into library and information studies - development of an education module $5,654

15. SA Tertiary Multicultural Education Committee - Multiculturalism in tertiary education - curriculum adaptation $20,000

16. TAFE Off-campus Coordinating Authority, Royal Melbourne Institute of Technology - Training of tutors of TAFE and off-campus network teachers in delivery of a multicultural communication skills course $8,592

17. Division of Studies & Student Services, Queensland Department of Employment, Vocational Education & Training; and Brisbane CAE - Multicultural teacher education in TAFE Queensland $40,000

18. Institute of Education, University of Melbourne - Cultural and linguistic perspectives in mathematics teacher education $47,600

19. School of Community Education, ACT Institute of Technical and Further Education - Cross-cultural training for child care workers $7,700

20. Brisbane CAE, Mt Gravatt Campus - Australian Sign Language and deaf studies: course implementation $63,641

21. Horwood Language Centre, University of Melbourne - Attitudes to speech and language disorders in cross-cultural speech therapy $25,300

22. Faculty of Health Sciences and School of Nursing, Curtin University of Technology $61,908

1990

New projects

1. School of Education, University of Canberra - Inservice courses for tertiary academics on responding to multicultural student populations $100,000

2. Institute of Early Childhood, Macquarie University - Home language support $27,191

3. University of Wollongong - Multicultural curriculum development for clinical psychology program $47,000

APPENDIX 6: SUMMARY OF AACLAME EXPENDITURE FROM ITS OPERATING BUDGET

1987-88

Cost of Meetings (Airfares, TA Sitting fees etc)	$49,781
Consultancies/commissioned projects	
Melanesian Literacy Program (Dr D Tryon)	$5,950
'About Learning' TV series	$5,000
Analysis of 1986 Census Language Data (Prof M Clyne)	$8,770
Contribution to purchase of Heritage Data Tape	1,000
OECD/CERI ECALP Case Studies	$34,700
Other	
Funding for NALP project	$35,000
Miscellaneous (office supplies, postage and delivery charges, publications and laser printer)	$9,798
TOTAL	$149,999

1988-89

ALLOCATION	$194,000
Airfares/Travel allowance	$46,000
Sitting fees/administration/equipment printing	$65,000
Teacher training materials on sub-titled video materials	$15,000
ARA/AATE Conference Report	$1,000
Publications	$30,000
OECD/CERI ECALP Case Studies (balance)	$4,000

Reversal of payment incorrectly paid from NALP funds	$3,700
TOTAL	164,700
Rollover of funds to 1989-90	$29,300

APPENDIX 7: MEMBERSHIP OF AACLAME'S REFERENCE GROUPS, SUB-COMMITTEES AND ASSESSMENT PANELS

English for All Reference Group

Mr Joseph Lo Bianco	AACLAME
Mr Garth Boomer	AACLAME
Ms C Hickey	AACLAME
Mr N Simpson	AACLAME
Ms Julia Zimmerman	Australian Council of Adult Literacy
Ms Rosalind Strong	Australian Council of TESOL Associations
Ms Margaret Gill	Australian Association for Teachers of English
Ms Stella Smith	Australian Reading Association
Ms Anne Oner	ELICOS Association
Dr John Vaughan	Primary English Teachers' Association

Adult Literacy Sub-Committee

Mr Joseph Lo Bianco	
Ms C Hickey	
Mr N Simpson	
Ms J Zimmerman	
Ms Leslie Riggs	DEET

LOTE Reference Group

Mr Joseph Lo Bianco	AACLAME
Dr Helen Andreoni	AACLAME
Dr Heinrich Stefanik	AACLAME
Professor Ross Steele	AACLAME
Mr Garth Boomer	AACLAME
Mr Martin Cove	AACLAME/Asian Studies Council
Dr Ken Eltis	AACLAME
Dr David Ingram	Australian Federation of Modern Language Teachers Associations
Mr John Enchelmaier	Deafness groups
Mr Peter Vaughan	Office of Multicultural Affairs

ASLLP Sub-Committee

Mr Joseph Lo Bianco	
Ms C Hickey	
Dr H Stefanik	

Aboriginal & Torres Strait Islander Reference Group/NALP Assessment Panel

Mr Joseph Lo Bianco	AACLAME
Mrs Kathy Trimmer	AACLAME
Dr Eve Fesl	Aboriginal Languages Association
Mr Lyle Johnson	Aboriginal Languages Association
Ms Marlene Stewart	Aboriginal Languages Association
Ms Lynne Crocker	National Aboriginal Education Committee
Ms Romina Fuji	National Aboriginal Education Committee
Ms Linda Burney	National Aboriginal Education Committee

Language Services Reference Group

Mr Joseph Lo Bianco	AACLAME
Dr Ken Eltis	AACLAME
Mr Robert Kelly	AACLAME
Ms Roslyn McLeod	AACLAME
Ms Johanna Snelleman	Australian Council for the Rehabilitation of the Disabled
Ms Heather Martin	Australian Association for Special Education
Mr Derek Whitehead	Australian Libraries and Information Association
Mr Norman Pyle	SPELD Queensland

Language Testing Sub-Committee

Mr Joseph Lo Bianco
Dr Ken Eltis
Dr Stephen FitzGerald
Ms Roslyn McLeod
Professor Ross Steele

Languages Institute Sub-Committee

Mr Joseph Lo Bianco
Dr Ken Eltis
Dr Stephen FitzGerald
Professor Ross Steele
Ms Roslyn McLeod

Multicultural Education Reference Group

Mr Joseph Lo Bianco	AACLAME
Dr Helen Andreoni	AACLAME
Ms C Hickey	AACLAME
Dr Heinrich Stefanik	AACLAME

Representatives of education systems

OECD/CERI ECALP Sub-Committee

Mr Joseph Lo Bianco	
Dr Helen Andreoni	
Ms Cathy Hickey	
Mr Frank Golding	Victorian Ministry of Education
Mr Alan Ruby	NSW Department of Education
Ms Kay Moechtar	NSW Catholic Education Office

MACSP Assessment Panel

Mr Joseph Lo Bianco
Dr Helen Andreoni
Mrs Kathy Trimmer
Office of Multicultural Affairs
AACLAME Secretariat representative

APPENDIX 8: ACTIVITIES OF AACLAME'S REFERENCE GROUPS, SUB-COMMITTEES AND ASSESSMENT PANELS

This appendix examines the terms of reference and activities of each of the Reference Groups and associated sub-committees and assessment panels.

1. English for All Reference Group

The role of the English for All Reference Group is to advise AACLAME on all aspects of English teaching in Australia, including literacy, teaching English to speakers of other languages (as Second Language - ESL - and as a Foreign Languages - EFL), and English as a first language, including English as a second dialect. Its functions include:

- keeping the Council informed of provisions and developments in relation to all aspectes of English teaching, including government policies and programs;
- identifying national priorities and directions, needs and deficiencies in the provision of English language education;
- planning a forward work program for AACLAME's consideration;
- bringing to AACLAME's attention particular concerns and issues in relation to English language education;
- providing input into the development of a national strategy for the implementation of International Literacy Year in Australia in 1990.

The English for All Reference Group has met twice, in November 1988 and June 1989. Specific tasks undertaken on behalf of AACLAME include development of a proposed National Literacy Program for schools for AACLAME's consideration. It has also identified and advised AACLAME of funding priorities relating to ESL, the ACTA/ELICOS Accreditation Panel [ACTA = Australian Council of TESOL Associations; ELICOS = English Language Intensive Courses for Overseas Sudents], and the Australian Literacy Federation. As a result of a Reference Group recommendation, AACLAME hosted a national workshop to conisder possible mechanisms to develop nationally acceptable procedures to assess English proficiency for children of non-English-speaking background. The Reference Group has proved to be an excellent conduit for information flow between AACLAME and relevant interest groups.

A major outcome of the deliberations of the English for All Reference Group to date has been the formulation of a National Literacy Program, designed to further Commonwealth leadership in literacy development at all levels from primary school to adult

education in the three years following International Literacy Year. This proposed program is discussed in detail in Section 6.3.1.1, and is a major feature of AACLAME's request for extension of NPL funding in the future.

The work of the Reference Group, particularly that relating to the proposed National Literacy Program, has been influential in assisting both the Schools Council of the National Board of Employment, Education and Training and the National Consultative Council for International Literacy Year to formulate policies in the literacy area.

The English for All Reference Group had one sub-committee, which dealt with adult literacy issues during the funding period for the Adult Literacy Action Campaign (ALAC). The Sub-Committee met three times, and hosted one national consultation with key State/Territory-level adult literacy providers. It assessed applications for funding under the ALAC, and was responsible for developing the details of the national level component of the ALAC. It was also involved in preliminary work leading to International Literacy Year, and in preparing terms of reference for the review of ALAC.

2. Aboriginal and Torres Strait Island Reference Group

The Aboriginal and Torres Strait Island Reference Group was established to advise AACLAME on Aboriginal and Torres Strait Island language issues and to develop policy proposals for AACLAME on Aboriginal and Torres Strait Island languages. Members of the Reference Group have a dual role, as the same membership also constitute the NALP Assessment Panel. The NALP Assessment Panel assesses proposals on Aboriginal and Torres Strait Island languages submitted for funding under NALP. For membership of these groups, see Appendix 7.

The group has met four times in its capacity as the NALP Assessment Panel, and once as the Aboriginal and Torres Strait Island Reference Group. In addition to assessing the submissions for funding under NALP, the group provided input into the development of the National Aboriginal Education Policy and contributed to the development of terms of reference for the review of NALP (see Section 5.2).

3. Language other than English (LOTE) Reference Group

The LOTE Reference Group was established to advise AACLAME on policy and operational aspects of the ASLLP and all other matters relating to first language maintenance, second language acquisition, Australian Sign Language and other languages of the deaf and hearing impaired.

In practice, this means that the LOTE Reference Group advises AACLAME on:

- strategies for strengthening languages in the school curriculum;
- needs in language teacher training;
- strategies for achieving continuity in language programs at all levels of education;
- the desirable orientation and content of tertiary language programs;
- research needs and other priorities for possible action through AACLAME;
- unmet needs in the provision of language programs at the primary, secondary and tertiary levels.

Membership of the group is shown in Appendix 7.

The LOTE Reference Group has one sub-committee, the ASLLP Sub-Committee. Drawn from the LOTE Reference Group, this sub-committee has been responsible for preparation of guidelines for the ASLLP. This involved a review of the outcomes of the first year's allocation, with a subsequent change in the balance between the National Element, targeted on coordinated activity in priority areas of national importance, and the General Element, where funds are allocated to education systems for expenditure on programs relevant to national and local priorities.

4. Language Services Reference Group

The Language Services Reference Group draws together providers and recipients of language services: translating and interpreting bodies and library services on the one hand, and people with communication disabilities and non-native speakers of English on the other. Detailed membership is included in Appendix 7.

The Language Services Reference Group provides a source of advice for AACLAME on matters relating to language services, assessing in particular their adequacy with regard to people of non-English speaking background and those with communication disabilities.

Among the tasks of the Reference Group are:

keeping the Council informed of provisions and developments in identified language services areas, particularly in relation to government policies and programs

identifying national priorities and directions, needs and deficiencies in those areas

planning a forward work program for AACLAME's consideration

bringing to AACLAME's attention particular issues and concerns in the area of language services

The Reference Group has identified the following as key areas of concern:

- the need for improved flow of information between government and voluntary organisations in the language services area and between service providers and their clients
- the difficulty in gaining access to appropriate services experienced by people with multiple barriers to overcome, eg those of non-English speaking background, living in geographical and/or cultural isolation, affected by communication disabilities
- the need to train service providers to respond to these problems in an appropriate and effective manner

The Language Services Reference Group has had two sub-committees, whose tasks are now completed. They were the Language Testing Sub-Committee and the Languages Institute of Australia Sub-Committee (see Appendix 7 for membership of both groups).

The Languages Institute Sub-Committee was established to examine possible models and priority tasks if a languages institute could be established. The Languages Institute of Australia has now been established and its shape and functions reflect the advice of AACLAME's Sub-Committee. The LIA is discussed in detail in Section 3.5.

The Language Testing Sub-Committee met twice to discuss how the $250,000 available in 1988-89 for a Language Testing Unit could best be managed. It also identified the following needs in language testing:

- development of proficiency rating scales in languages other than English, to provide uniform criteria to assist employers and institutions assess people's ability to communicate effectively in other languages;
- training of language testing specialists;
- research into the language requirements of the various professions
- development of tests in English for professional groups, such as lawyers and teachers;

- development of standardised placement and proficiency tests for students at all levels in adult education institutions providing English as a Second Language (ESL) and English as a Foreign Language (EFL) programs.

The Language Testing Unit has now been established as part of the LIA (see Section 3.5).

5. Multicultural Education Reference Group

The Multicultural Education Reference Group acts as the only Commonwealth forum on national needs and priorities relating to issues in multicultural education. Representatives are drawn from AACLAME, State and Territory government school systems, the National Catholic Education Commission, and the National Council of Independent Schools (see Appendix 7 for membership).

The tasks of the reference group are:

- keeping the Council informed of provision and developments in multicultural education, particularly in relation to government policies and programs, and identifying needs and deficiencies

- identifying national priorities and directions for multicultural education

- planning a forward work program for AACLAME's consideration

- bringing to AACLAME's attention particular issues and concerns in multicultural education

AACLAME's role in multicultural education is that of an advocate and facilitator. In the latter capacity, it liaises with state education departments, Catholic systemic education and independent schools to coordinate information flow and joint activities.

The Reference Group has identified as key tasks:

- the building up of a database in multicultural education, to include curriculum materials, resource people and organisations, and research

- the production of an information package for inservice/ professional development programs for teachers, teacher trainees and educational administrators

- the adoption by the Australian Education Council (AEC) of principles of multicultural education to complement the Hobart Declaration on Schooling and to fulfil the government commitment expressed in the National Agenda for a Multicultural Australia. AACLAME proposes that the work in the area of multicultural education of the AEC be carried out with the following principles as a basis:

A multicultural education schools program rests on the principles of equality of life chances and equality of respect for all Australians, as a basis for meeting individual and national needs in the social, cultural and economic spheres. It involves:

1.) provision of equitable opportunities for access, performance and outcomes in education for all Australians regardless of country of origin, gender, race, ethnicity, language or religion;

2.) respect for cultural identity and encouragement to develop and share differing cultural heritages;

3.) a commitment to utilising and developing the diversity of skills and background existing in the Australian population as a social and economic resource, with a view to improving Australia's industrial base and economic efficiency.

These principles should be reflected in the school curriculum and in school and classroom organisation and practices.

The Reference Group asserts that multicultural policies will assist Australian development in the following ways:

Multiculturalism will strengthen Australia's economic competitiveness through the recognition of skills and experience gained both overseas and in Australia and the provision of opportunities for the acquisition of further skills by all Australians.

The valuing of different cultural heritages will assist in developing Australia's linguistic resources and facilitate interaction with cultures other than the English-speaking. The understanding of other societies' business culture and social mores will be an asset in extending Australian trade in overseas markets.

The promotion abroad of knowledge of these policies, particularly within the Asian region, will reduce negative sentiments about Australian racism and improve Australia's image in the region.

APPENDIX 9: PAPERS DELIVERED OR CONFERENCES HOSTED BY AACLAME MEMBERS ON BEHALF OF THE NPL AND AACLAME

All papers were delivered by Joseph Lo Bianco, unless otherwise indicated.

1987

January
- Curriculum Development Centre on cooperative Language Curriculum Projects
- ABC TV
- Commission for the Future on the NPL
- ATESOL
- National Language Policy Liaison Group - progress in implementing the NPL
- Victorian Ministry of Education - Planning Chinese Bilingual Programs

February
- Victorian Teachers Federation - ESL plans under the NPL
- Modern Language Teachers Association of Victoria
- Victorian Language Consultants
- Australia China Council representatives - NPL and Chinese
- Asian Studies Council - NPL and Asian languages
- Spanish Sub-directorate of Education - Spanish and the NPL

March
- Commonwealth Schools Commission

April
- NSW Ethnic Affairs Commission
- Modern Language Department, Sydney University

May
- Victorian Association of Teachers of Italian - Keynote address at annual conference
- Catholic Education Office, Victoria
- WA Language Policy Development Group
- Office of Multicultural Affairs
- Australian Teachers of Media
- Aboriginal Research centre, Monash University
- Aboriginal Languages Association meeting, Canberra

June
- Multicultural Education Services, Victorian Ministry of Education
- Congress of the Modern Language Teachers Association of Victoria
- Education Issues, ABC National Radio

July
- Australian Language Levels meeting with the CDC
- Early Literacy Inservice Course national meeting
- Senior Secondary Assessment Board of South Australia
- Directors of Curriculum
- Australian College of Education

ACT - ATESOL
Australian Institute of Aboriginal Studies

August
SES Development Course
International Association of Applied Linguistics
FECCA National Language Policy Liaison Group
"The Place of Languages in Universities under the NPL", Monash University, 10 August
Victorian Inter-College Committee on Multicultural Education
Australian Council of State School Organisations

September
UNICEF National Education Committee
Directors of Curriculum
ACT-ATESOL
Ethnic Schools Association of South Australia National Conference: Ethnic Schools - Sharing in the Education of a Multicultural Australia. "A Partnership between Day and Ethnic Schools", Adelaide, 19 September
Modern Language Teachers Association of Queensland - Biennial conference - keynote address
CCAE guest lecture

October
11th Adult Literacy Conference of the Australian Council for Adult Literacy: Bridging the Distance. 3rd AJA Nelson Address, "Adult Literacy under the National Policy on Languages", Perth
Association of People Interested in Asia - National Press Club
National Catholic Education Commission
ACT Languages Forum
National Workshop on ESL Curriculum Development
ANU Modern Languages departments
Representatives of Chinese Language Planning Commission
Telopea Park School, Canberra

November
Launch of TAFE Language Policy. Melbourne, 9 November
Victorian Curriculum Projects Workshop
Modern Language Teachers Association of Victoria
UNESCO South East Asian Literacy Project - Australian launch
Launch of Arcobaleno Italian materials - Victorian Catholic Education Office
Radio Australia
ACAL executive
South Australian Institute of Languages conference

December
Flinders University Conference on Immigration, Multiculturalism and Economic Development
Narrabundah College, Canberra
NPL Media Statement with Clyde Holding and Mick Young on the NPL
DILGEA - Ethnic Affairs Branch

1988

January

Language Skills in Business, Science and Technology - A Response to Australia's Needs. German as an example. Workshop in Canberra. Chaired by Joseph Lo Bianco on behalf of the Goethe Institut, this workshop examined the relevance of German to business, science and technology, and investigated ways of strengthening the teaching of German in Australia.

International Federation of Modern Language Teachers Associations
2EA
3EA
Asian Studies Association of Australia - biennial conference

February
National Council of Independent Schools
Consultations with States on ASLLP
Australian Federation of Modern Language Teachers Associations of Australia
FECCA NPL Liaison Group
ACT Adult Literacy Action Group
Australian Council of State School Organisations executive

March
Year 11 & 12 students of Theory of Knowledge, Narrabundah College, Canberra
Victorian Adult Literacy and Basic Education Council - launch of research reports
International Development Program of Australian Universities and Colleges
Australian Council for Adult Literacy
Brisbane CAE - staff of deaf teacher education

April
La Trobe University - implementing the NPL
Ukrainian Conference - "The Role of Ethnic Communities in implementing the NPL" (paper delivered by Vanessa Elwell-Gavins, AACLAME Secretariat, on behalf of Joseph Lo Bianco)

May
City University, New York - Australia and USA - differences in languages policy
Cornell University - Minorities in the Western World
Ferkauf Graduate School, Yeshiva University, New York
Victorian Association of Teachers of Italian
Australian Society for Interpreters and Translators

June
NAATI Board
Monash University
National Aboriginal Education Committee

July — Victorian Ethnic Affairs Commission - seminar on languages policy

August
- Australian Council for Adult Literacy
- Ministry of Education, Wellington, New Zealand
- Institute of Policy Studies, Victoria University, New Zealand
- 1st New Zealand ESL and community languages conference

September
- National University of Singapore - Conference on English in South East Asian language planning
- NSW State Languages Policy - public seminar
- Educazione Logico Linguistico Elementare - conference on new methods for teaching Italian, Maroochydore, Queensland
- Principals of Sunshine Coast primary schools with language programs

October
- Australian Council of State School Organisations conference, ANU
- "Literacy issues in the South Pacific: an Australian contribution". UNESCO conference, Canberra
- French language advisers conference
- Conference on Vernacular Languages in South Pacific Education Systems. Two papers by Joseph Lo Bianco - "Australia's National Policy on Languages with Special Reference to Aboriginal and Torres Strait Island languages" & "English and Samoan in Western Samoa"

November
- Frederick May Foundation for Italian Studies - Understanding Italy
- North Queensland Branch of the Aboriginal Languages Association
- Asian Studies Council
- FECCA Congress

December
- National Conference on Multiculturalism, Languages and Education: Resources for the Economic and Social Renewal of Australia. "Political Language, Policy and Language: Aspects of the Current Debates", University of Adelaide

1989

January — ATESOL Conference - "Languages and Social Justice"

February
- Australasian Universities Languages and Literature Association
- Australian Council of State School Organisations Executive

Distance Education Conference, Adelaide, February 1989, bringing together representatives of education systems to develop strategies for collaborative development of distance education programs for language teaching.

March — Inbound Tourism Operators Association

April — NAFLaSSL national consultation - Adelaide
Annual General Meeting of the Frederick May Foundation for Italian Studies. "Changing Australia's Images and Attitudes Towards Italy". University of Sydney

May — Launch of Victorian Languages Action Plan

June — International Comparative Education Association, Montreal
Ministry of State for Multiculturalism, Ottawa
Graduate Students at Ontario Institute for Studies in Education, Toronto
Department of Education, Vancouver, British Columbia

July — Language and Learning Conference, Kuala Lumpur, Malaysia - papers delivered by Joseph Lo Bianco & Anny Stuer (Executive Director, AACLAME)
Language students, Marist Brothers College, Canberra

September
"Arabic under the NPL", Middle Eastern Studies Association, Sydney University
Applied Linguistics Association of Australia/Australian Linguistics Society conference, Monash University
National Conference on Cross-Cultural Communication and Professional Education, Adelaide. Paper delivered by Jean Harvey (AACLAME Secretariat) on behalf of Helen Andreoni

October — Australian Council for Multicultural Affairs, Sydney
Spanish Language Conference, Melbourne Unversity

November — Launched "No Single Measure" - 1st national survey of incidence of illiteracy in Australia by Rosie Wickert
Brisbane Principals meeting on languages other than English
International Development Program of Australian Universities and Colleges Workshop - Promoting Australian Education
Conference of Interpreter and Translator Educators Association, ANU

December Launch of the Technilib Co-operative Catalogue of library books in Greek and Technilib Co-operative Greek Cataloguing Services. "The Significance of Technilib", Melbourne
OECD/CERI ECALP Conference in Reggio Emilia, Italy - Address on minorities in Australian education

1990

Port Moresby, University of Papua Niugini. International Literacy Year. Melanesian Literacy Project
Language and Literacy in the Middle Years, Adelaide
Launch of ACT Department of Education's "Guiding Statement on LOTE in ACT Schools 1990 - 2000"
ACT Ethnic Schools Association - inaugural meeting

APPENDIX 10: REVIEW SEMINAR - NATIONAL POLICY ON LANGUAGES: THE NEXT DECADE

Canberra, 28 March 1990

RESPONSE TO RECOMMENDATIONS OF AACLAME'S DRAFT REPORT TO THE MINISTER

Purpose

The purpose of the Review Seminar was to seek participants' responses to the recommendations of AACLAME's draft report to the Minister, to seek their views relating to general directions and priorities for the National Policy on Languages (NPL) in the future, and to develop detailed implementation strategies for priority programs in the NPL's second term.

Participants

Forty five people representing all state education systems, the non-government education sector (both Catholic and independent), Commonwealth government departments and peak organisations with an interest in languages policy attended the review seminar (for detailed list see Attachment A).

Written responses

Formal written comments on the future of the NPL in general or individual programs were received from the following:

National Catholic Education Commission
Northern Territory Department of Education
South Australian Department of Education
Australian Capital Territory Department of Education
National Language Policy Liaison Group

These were prepared prior to consideration of the recommendations in the draft Report. They all strongly argue the case for the extension of the NPL and offer comments about implementation strategies for programs during the second term.

Workshop reports

Four workshops met during the seminar, organised on the following themes:

English and literacy
Aboriginal languages
Other languages other than English
Language services and multicultural education

Their views relating to each recommendation are summarised below. In a number of cases, for example where draft recommendations were considered to be under-costed, or where alternative strategies were strongly preferred, these recommendations of the Review Seminar have already been incorporated within this Report. Additional recommendations and comments are provided here for consideration.

Recommendation 1: That the Government:

- reaffirm its commitment to the NPL;
- agree to the expansion and extension of the NPL in program terms until the end of 1994-95; and
- agree to the total program allocation of $85.85 million (an additonal $8.45 million in 1990-91, $19.7 million in 1991-92, $19.7 million in 1992-93, $19.8 million in 1993-94 and $18.2 million in 1994-95) plus administrative costs totalling $0.68 million ovr five years for implementation of the second stage of the NPL through the programs described in the recommendations of this report. These funds are expressed in December 1987 real values and should be indexed.

Comment (Recommendation 1)

Supported in general terms. However, the Review Seminar made additional recommendations (see below), costed at a total of $2.3 million between 1991 and 1995. Two other recommendations were uncosted.

The first stage of the NPL was costed in December 1987 real values and was not indexed. The Review Seminar recommended that the short-fall created by inflation should be redressed in the second stage by describing the allocations recommended in the report as 1987 real values, so that they can be converted into 1990 real terms and indexed.

Recommendation 2: That the term of office of the present membership of AACLAME be extended until 30 June 1991, to allow it to complete its obligations with regard to implementation of the first phase of the NPL and that an additional $0.1 million be made available to support it during this period.

Comment (Recommendation 2)

Strongly supported. The term of office of AACLAME needs to be aligned with the period for NPL program funding.

Recommendation 3: That, following a review of membership and terms of reference, AACLAME be exended for a second term from 1 July 1991 to June 1995, at an annual cost of $0.5 million. Some continuity of membership would be desirable.

Comment (Recommendation 3)

Strongly supported. All participants considered that there is a continuing need for a body such as AACLAME. The Languages Other than English Workshop recommended that its membership should include a nominee of the Directors of Curriculum, in addition to the nominee of the Australian Education Council.

Recommendation 4: That $0.1 million be allocated for a review of the Commonwealth English as a Second Language Program during 1991,based on a common and agreed approach to learning, and that it be reviewed again in 1993-94 and subsequently every three years.

Comment (Recommendation 4)

This recommendation was rejected in its present form by the English and Literacy Workshop, which submitted two alternative recommendations:

1. That increased levels of funding be sought to allow for English as a Second Language teaching to all students who can be shown to be in need. Levels of need are currently far in excess of those currently catered for under the General Support element.

2. That a review of ESL programs be established that will allow for a description of language needs and teaching strategies. Such a review will be more costly than $0.1 million and would pave the way for a review of funding levels.

(1) is an additional recommendation, while (2) is essentially a revision of Recommendation 4. AACLAME considers that (2) is a refinement of its own recommendation and that the description of language needs and teaching strategies is essential. It notes that implementation of the National Literacy Strategy (Recommendation 7) would allow for the description of language needs through the National Approach to ESL Learner Assessment. AACLAME considers that the review therefore could be conducted for $0.1 million and recommends that it take place before increased levels of funding are sought for the General Support element.

Recommendation 5: That the Government agree to a review of the MACSP at the end of 1990, supported by program funds already allocated for 1990-91.

Comment (Recommendation 5)

Supported.

Recommendation 6: That the Government agree to the establishment of a Key Centre for English Language Teaching and Research focused on the learning needs of children and linked to the Languages Institute of Australia. This Centre should be funded under the Commonwealth's Key Centres Program, thereby requiring no additional funds.

Comment (Recommendation 6)

Supported.

Recommendation 7:

That the Government agree to the commitment of $3 million for each year until the end of 1994 for implementation of the National Literacy Program, along the lines described in Section 6.3.1.1 [of this Report].

Comment (Recommendation 7)

Supported in principle, although there were felt to be some difficulties with the proposal as formulated. The English and Literacy Workshop suggested that the proposal be referred to AACLAME's English for All Reference Group for refinement. While implementation is to occur at all levels of schooling, the Workshop commended the focus on secondary and upper secondary education. At these levels of education, students are in a position to consider their capacity to cope with the literacy demands of the workforce or tertiary education as immediate issues.

The following additional comments were made:

- Guidelines for literacy should also be concerned with the uses to which reading and writing are put. For example, National Guidelines for Literacy should be concerned with Australian literature and writing and its presence in the curriculum as well as the use of language across the curriculum.

- Point (1) (see Section 6.3.1.1) should direct the project to consult with states and systems about their present strategies. International Literacy Year is funding both Victoria and Tasmania to develop a K-12 Literacy Framework which could contribute to these guidelines.

- Points (2) and (5) overlap and need to be refined.

Recommendation 8: That the Government note AACLAME's endorsement of the adult literacy program to be put to it by the National Consultative Council for the International Literacy Year, and ensure the development of a comprehensive Commonwealth/State strategy which provides for the continuation of the initiatives of the ALAC.

Comment (Recommendation 8)

Supported. This recommendation is relevant to the targeting of non-English-speaking background adults through the proposed Vocationally Oriented Adult Education and Literacy Program.

Recommendation 9: That the Government agree to a review of the National Aboriginal Education Policy, to allow it better to incorporate Aboriginal languages education activities.

Comment (Recommendation 9)

Supported. The Other Languages Other than English Workshop also noted that it was highly desirable for non-Aboriginal students in Australia to have access to Aboriginal languages through appropriate learning programs.

Recommendation 10: That the Government agree to the commitment of $3.5 million for each year up to and including 1994-95 to support a revised and revamped National Aboriginal Languages Program, along the lines described in Section 6.3.2.1. [of this Report].

Comment (Recommendation 10)

Strongly supported. The Aboriginal Languages Workshop suggested a number of refinements to this proposal as described in the draft report, in particular relating to the balance of funding between the program's components. These have been incorporated as appropriate within the final report. Other comments are offered here.

With regard to the Regional Aboriginal Languages Centres, it was considered that established centres should be regarded as top priority. New centres should only be established if there is strong community support. Triennial funding was regarded as essential for effective operation of the centres.

The national advisory network was seen as a valuable means to establish links and interchange between different linguistic groups.

Applications for community based projects need to be assessed by a national panel to overcome possible political problems between different language groups at the local and regional level. The amounts allocated to revival programs, healthy languages and weakening languages should be established before applications are sought.

The National Aboriginal Languages Heritage Recording element was supported as a relatively small component of the overall program.

The Other Languages other than English Workshop suggested that this program could include a feasibility study of Aboriginal language learning for non-Aboriginal students. An appropriate budget was not suggested. AACLAME considers that this is a good suggestion but that it should be funded by ASLLP, rather than NALP.

Recommendation 11: That the Government agree to the commitment of $7.7 million each year till the end of 1994-95, starting in 1991-92, for implementation of a revised Australian Second Language Learning Program, to support the teaching of languages of social, cultural and economic significance to Australia. A further $3.9 million should be made available in 1991, to bring funding in that year into line with preceding and subsequent funding levels. Implementation details will be based on careful analysis of the recommendations of the review of ASLLP.

Comment (Recommendation 11)

Strongly supported. The Other Languages other than English Workshop made a number of specific comments and recommendations.

- The budget suggested for ASLLP by the Federation of Ethnic Communities Councils of Australia (1991 - $9 million; 1992 - $10 million; 1993 - $11 million) was supported.
- Prior to implementation, there should be a meeting of senior Languages other than English (LOTE) managers to advise on national priorities.
- The funds allocated to the smaller education systems under the general element should be supplemented to allow them to do something worthwhile.
- Formal consultation should take place with ethnic communities.
- Agreed targets should be established for the introduciton of language programs..
- Ways (eg intersystemic collaboration) should be found to overcome problems of cost-effectiveness in some projects (such as professional development) for the non-government sector.
- ASLLP should not be too project-oriented. Cross-systemic work in key areas (for example, teacher supply) should be maintained.

- ASLLP could "infiltrate" other areas of government funding (for example, multi-skilling of teachers).
- AACLAME should undertake strategic planning for ASLLP, in consultation with education systems.
- The program should be renamed as not all learners under the program are learning second languages. An appropriate title might be "Australian Language Learning Program".
- Language maintenance and new language learning should be more clearly separated under the program.
- Guidelines for the program should be widely disseminated well before the year for which funding is sought, preferably no later than August/September.
- language maintenance should also be provided in pre-schools.
- Priority areas are teacher supply, distance education and materials development and links with the Ethnic Schools Program.
- NSW considered that systems should receive a guaranteed proportion of funds on a per capita basis, with supplementation for the smaller systems.

Recommendation 12: That the Government agree to the commitment of $0.5 million each year until 1994-95 for implementiaton of a training program for administrators and practitioners working with people with communication difficulties.

Comment (Recommendation 12)

Supported. The Language Services and Multicultural Education Workshop considered that the amount proposed was inadequate, but better than nothing.

Recommendation 13: That, starting in 1991-92, the Commonwealth Government allocate $4 million for each year until 1994-95 to local government authorities and other relevant bodies to develop library resources in langugaes otehr than English, ESL and adult literacy.

Comment (Recommendation 13)

Supported. In particular, programs should be funded which maximise the use of existing resources/collections/programs.

Recommendation 14: That, having regard to the Hobart Declaration of Schooling through the Australian Education Council, the National Council for Independent Schools and the National Catholic Education Commission, the Commonwealth should seek a commitment from education systems to funding multicultural educaiton programs as appropriate in Australian schools (not including ESL) from within their existing allocations.

Comment (Recommendation 14)

Supported. The Language Services and Multicultural Education Workshop noted that additional Commonwealth funding would be needed for coordination and dissemination. Given conflicting priorities in educational systems, it is likely that Commonwealth seeding funds would be needed.

Recommendation 15: That, subject to completion of a satisfactory evaluation of the MACSP in 1990, the Govrnment agree to:

- the tagging of $1.0 million from the Higher Education (Reserve) Fund for cross-cultural awareness programs for professionals, along the lines of MACSP;

- the allocation of an additional $0.5 million each year till 1994-95 for the implementaiton of cross-cultural awareness programs for para-professionals in TAFE institutions, along the lines of MACSP.

Comment (Recommendation 15)

Supported.

Recommendation 16: That the Government allocate $0.1 million in 1990-91 for a review of the Ethnic Schools Program, and ask AACLAME to consult with appropriate bodies prior to finalising the terms of reference.

Comment (Recommendation 16)

Supported. The Other Languages Other than English Workshop noted that the Ethnic Schools Program, if funded on a different basis, had the potential to broaden the language learning options outside regular schools for all students. The Workshop also noted that it was necessary to accredit and certify the Ethnic Schools.

Recommendation 17: That the LIA's program of activities includes support for all areas of the NPL, as stated within its charter.

Comment (Recommendation 17)

Supported. Participants were advised that the LIA has already agreed to this.

Recommendation 18: That the Commonwealth allocate $0.25 million in 1990-91 to oversee the development of guidelines for the establishment of standards for training within the English as a Foreign Language industry.

Comment (Recommendation 18)

Supported. The relevance of this proposal for professional development of language other than English teachers was also noted. Appropriate programs developed for EFL teachers could have spin-offs, for example, for teachers within the Ethnic Schools Program.

Additional comments and recommendations made by workshops at the Review Seminar

The Language Services and Multicultural Education Workshop made the following additional recommendations:

1. Proposals for deaf programs

a. Funds should be made available for on-going research into Australian Sign Language (recording, description and examination of its role in the education of the deaf.

   $0.05 million per annum for three years.

b. Educational interpreters for deaf students: funds should be made available to provide classroom interpreters for deaf students at the tertiary level on either a part-time or full-time basis. Funding is sought for the equivalent of 50 full-time interpreters Australia-wide.

   $1.5 million per annum for three years.

c. Teacher training project for teachers of sign language, to be located at a suitable tertiary institution interested in the project.

   $0.75 million for three years.

TOTAL: $2.3 million per annum for three years.

2. Comments relating to interpreters and translators

The establishment of the Language Services Bureau by the Department of Immigration, Local Government and Ethnic Affairs was supported.

Concern was expressed at the absence from the NPL of any program activity relating to translators and interpreters. A small program investigating and improving the career path, professionalism and accreditation of interpreters and translators (and their testers) was suggested. The activities could be the responsibility of the MACSP or the LIA. No budget was suggested.

ATTACHMENT A

AUSTRALIAN ADVISORY COUNCIL ON LANGUAGES AND MULTICULTURAL EDUCATION

REVIEW SEMINAR

NATIONAL POLICY ON LANGUAGES - THE NEXT DECADE

WEDNESDAY 28 MARCH 1990

Participants

AACLAME members

Mr Joseph Lo Bianco	Chairman
Dr Helen Andreoni	Nominee of the Minister for Immigration, Local Government and Ethnic Affairs
Mr Martyn Cove	Nominee of Asian Studies Council
Ms Cathy Hickey	Nominee of Australian Council of Trade Unions
Dr Heinrich Stefanik	Nominee of the Federation of Ethnic Community Councils of Australia

Education systems

Ms Dianne Kerr	ACT Department of Education
Dr Helen Reid	ACT Department of Education
Mr Edward Gavin	NSW Department of School Education
Ms Ruza Ruzic	NT Department of Education
Mr Kerry Fairbairn	Queensland Department of Education
Ms Panayoula Parha	SA Department of Education
Mr Barrie Muir	Tasmanian Department of Education and the Arts
Mr Ian Adams	Victorian Ministry of Education
Ms Gisela Birch	WA Department of Education
Ms Kay Moechtar	National Catholic Education Commission (NSW Catholic Education Office)
Ms Lorna Hannan	National Catholic Education Commission (Victorian Catholic Education Office)
Ms Glynis Jones	National Council of Independent Schools (NSW)

Organisations

Ms Gay Reeves	Applied Linguistics Association of Australia
Ms Marie Persson	Australian Council for Adult Literacy
Ms Ros Strong	Australian Council for TESOL Associations
Ms Anne Duffy	Australian Deafness Council
Professor David Ingram	Australian Federation of Modern Language Teachers Associations
Ms Sue Kosse	Australian Library and Information Services
Mr Derek Whitehead	Australian Library and Information Services
Ms Penny Carosi	Australian Teachers Union
Ms Ann Oner	ELICOS Association
Ms Frances Milne	Federation of Ethnic Communities Councils of Australia
Ms Anne Davies	Institute for Aboriginal Development, Alice Springs
Ms Lorna Wilson	Institute for Aboriginal Development, Alice Springs
Mr Noel Simpson	National Consultative Council for International Literacy Year

Commonwealth Government representatives

Dr Tamsin Donaldson	Aboriginal and Torres Strait Island Commission
Dr Annette Schmidt	Aboriginal and Torres Strait Island Commission
Mr Mark Thomann	Department of Community Services and Health
Mr Percy Knight	Aboriginal Education Branch, DEET
Ms Tracey Murphy	Institutional Developments Branch, DEET
Mr Roger Peacock	Assistant Secretary, Languages Policy and Asian Studies Branch, DEET
Mr Phil Ritherdon	TAFE Training Services Branch, DEET
Mr Ian Welch	Targeted Programs Branch, DEET
Mr Noel Salmon	Department of Foreign Affairs and Trade
Mr Dierk von Behrens	Department of Immigration, Local Government and Ethnic Affairs

Ms Genna Ward	Department of Social Security
Ms Peta Windsor	Department of Social Security
Ms Marea Fatseas	Office of the Minister for Immigration, Local Government and Ethnic Affairs
Ms June Verrier	Assistant Secretary, Office of Multicultural Affairs
Ms Anne McDermott	Office of Multicultural Affairs

AACLAME Secretariat

Ms Jenny Shapcott	Executive Director (temporary)
Ms Vanessa Elwell-Gavins	
Dr Sally Borthwick	
Dr Ludmila Kouzmin	

Organisations invited but not directly represented

Aboriginal Languages Association
Asian Studies Association of Australia
Asian Studies Council (invited to send a representative in addition to their nominee on AACLAME)
Austrade